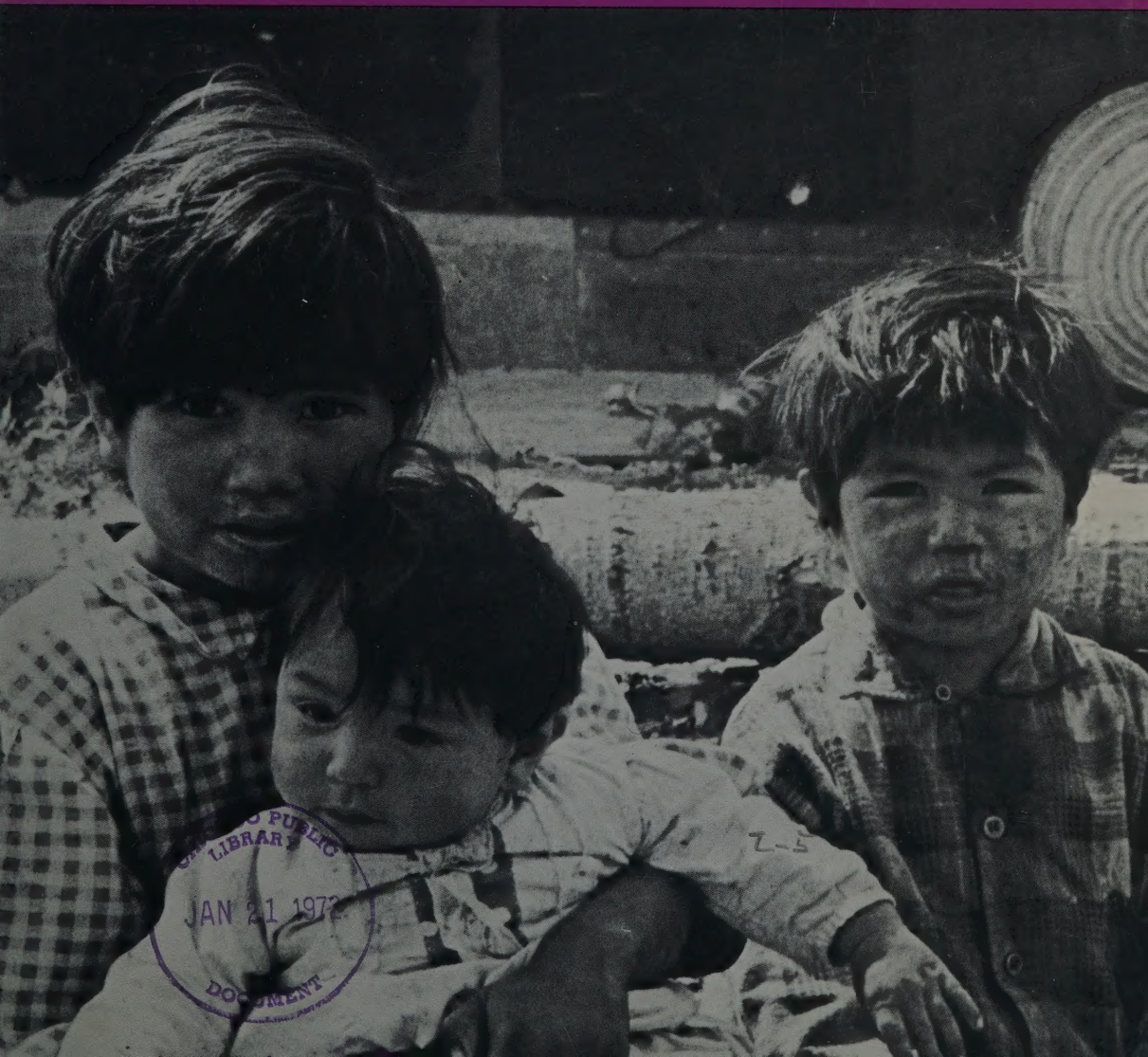


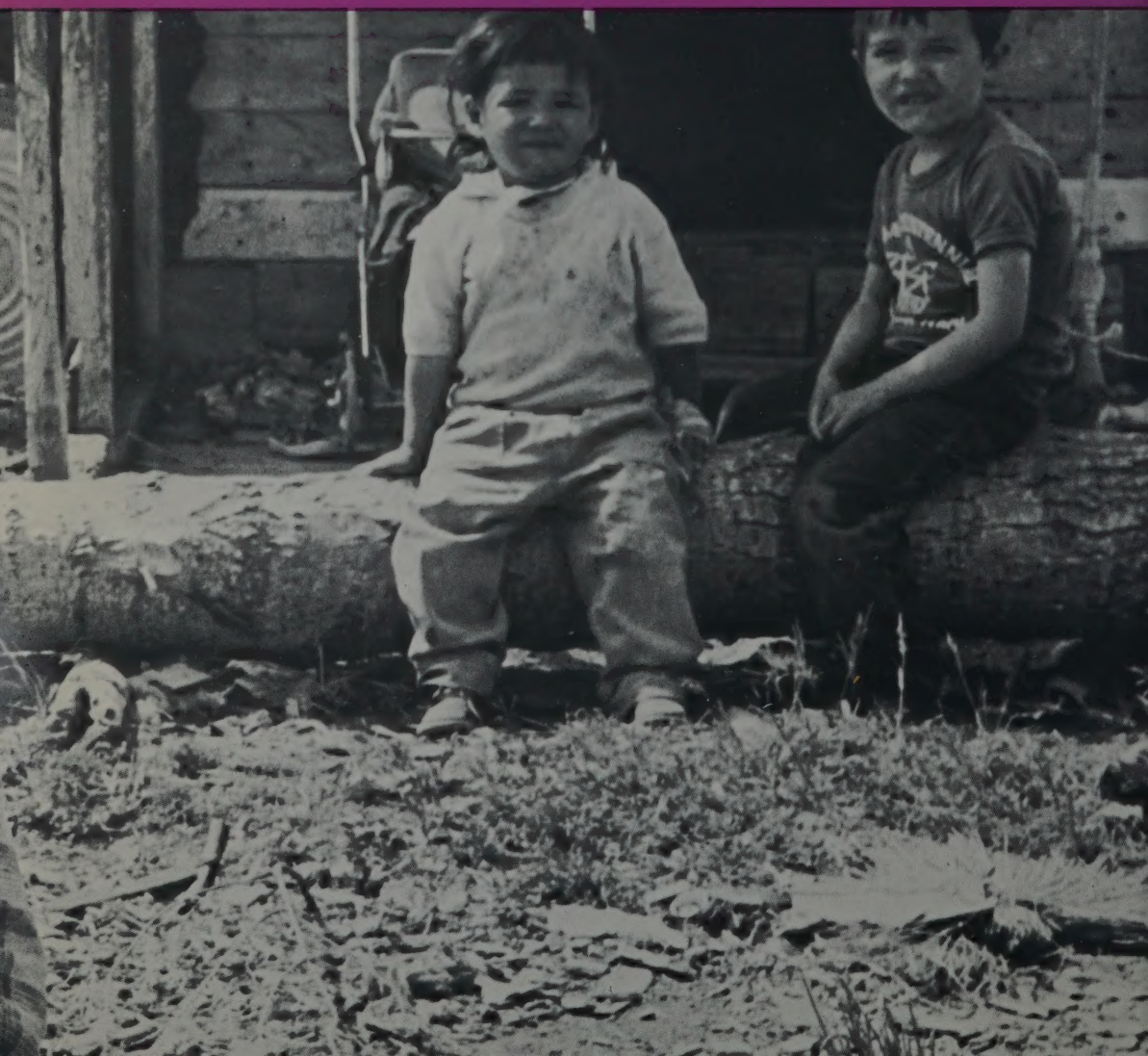
292

The Labour Gazette



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National prosperity alone is not the only criterion for assessment of a country's standard of living, but the measurement of the social well-being of countries has not received the same priority as measurement of their economic performance. Now there is a move to find some equation of national performance, using both economic performance and social achievement in a combined index of the standard of living.
See: Measuring the Quality of Life, p. 14.



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**Labour
Canada**

**Travail
Canada**

Articles

- 14 Measuring the Quality of Life
- 18 Work and Mental Stress
- 25 Regulations Alone Don't Prevent Accidents
- 28 Federations of Labour Conventions
Nova Scotia
Saskatchewan
- 33 Provisions in Collective Agreements—Part 1

Departments

- 2 News Briefs
- 8 Labour Relations Around the World
- 9 50 Years Ago
- 12 Book Reviews
- 29 Price Indexes
- 31 General Topics
Employment Review
Unemployment Insurance Fund
- 40 Certification
- 42 Conciliation
- 45 Railway Arbitration
- 48 Decisions of the Umpire
- 49 Library List No. 274
- 52 Labour Statistics

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News briefs

■ Because of steadily rising production costs, subscription rates for *The Labour Gazette* will be increased, beginning with this issue. The magazine's selling price has been the same since January 1962.

The new rates are as follows: (Canada) single copy, 60¢; 1 year, \$5; 3 years, \$10; (Foreign) single copy, 75¢; 1 year, \$7; 3 years, \$15.

The price of bound volumes in Canada will be \$7.50; for subscribers in other countries, it will be \$10.

■ Some 200 students in administration from Laval University, Québec City, as well as about 60 personnel managers from the public and private sectors, met for a seminar in October, at the request of a group of students aiming at a degree in administration. They met to analyze in a very concrete and practical way the needs of employers and the problems of job seekers.

In view of the competitive situation which increases proportionately to the number of graduates, it was stated that a great number of students are compelled to disregard their own desires and even their specialties and be satisfied with any job. It was agreed that a vital problem was the very idea of the job interview which determines the fate of an individual in a few minutes. Although it is generally admitted that an applicant must prepare himself for an interview, the fact remains that job descriptions generally presented to the applicant are often too vague.

Students stressed the point that firms are reluctant to accept change, while personnel managers emphasized the need for new employees to accept job mobility and to visualize things in a general way, which at any rate increases their potential for adaptability.

■ Herbert Gargrave of Toronto has been appointed as an ombudsman to deal with inquiries and complaints of union members directly under the jurisdiction of the Canadian Labour Congress. The appointment of an ombudsman is in line with the recommendation of a Commission on Constitution and Structure which has been examining CLC operations for several years. The proposal was also approved at the CLC's 1970 convention.

Mr. Gargrave, 65, was formerly an official of the United Steelworkers. He was for a time secretary of the International Brotherhood of Painters, and in 1935 became a full-time officer of the CCF. He was elected a member of the British Columbia Legislature in 1941 and held a seat until 1949.

In 1949, he joined the staff of the United Steelworker and was active in many important campaigns by the union in B.C. before being transferred to Ontario in 1952. Two years later he joined the Steelworkers district office staff serving as a trouble shooter and specializing in arbitration and negotiations. He is now a member of the Ontario Labour-Management Arbitration Committee, having retired from the Steelworkers staff last year.

While Mr. Gargrave's services are automatically available to members of unions directly chartered by the CLC, and the delegates of labour councils and provincial federations, the CLC constitution does not extend to provide such authority with regard to the membership of affiliated unions. These unions may, however, come under the ombudsman plan on a voluntary basis.

The ombudsman will receive inquiries concerning the rights of members covered by the plan and advise them on the procedures open to them. He may also receive complaints, conduct investigations, hold hearings; and if he decides the complaint warrants it, issue a report on his findings. Where his decision favours the complainant he may order such remedies as he considers warranted. Based on his experience in handling complaints he may also recommend constitutional changes. He is required to submit an annual report on cases he has handled, including comments or recommendations. Beyond these provisions the ombudsman has authority, his recommendations on grievances are not acted on within 30 days after his report has been submitted to the parties concerned, to publicize any decision, award or other finding.



Canada's second Union-Industries Show attracted more than 89,000 persons to about 85 displays by unions, companies and government departments and agencies at the Western Fair grounds in London, Ont. during its 5-day run in October. The first union-industries show was held in Kitchener, Ont. in October 1970. The 1971 show was opened by Labour Minister Bryce Mackasey. The aim of the show was to display some of the accomplishments that labour and management have achieved by working together and for the public to see and learn about products and services produced by union members and their employers. The show was sponsored by the Canadian Labour Congress.

■ Carl H. Goldenberg, Q.C., 64, Montreal labour mediator and constitutional adviser to Prime Minister Trudeau, was named to the Senate in November. Goldenberg is reported to have said that Senate committee work in labour relations, constitutional problems or municipal affairs would interest him. He has been successfully mediating labour disputes since 1936 when he settled a conflict between Montreal news vendors and City Hall a few days after being asked to intervene. And also in 1936, he was retained by the Dominion Conference of Mayors as an economic adviser to present a brief to Ottawa on the impact of the Depression relief on municipal finances. Goldenberg also has the distinction of having attended more federal-provincial conferences than anyone else in Canada, having been present at every one since 1950. He went to a federal-provincial conference in 1960 as the adviser to two provinces—Newfoundland and New Brunswick.

The newly appointed senator graduated from McGill with the gold medal in economics in 1928 and then went on to take an M.A. in economics and a degree in law. Since then he has received honorary degrees from the University of Toronto, McGill, and the University of Montreal, and is presently on the board of McGill governors. Senator Goldenberg said that he planned to spend "as much time as necessary" in Ottawa to carry out his Senate duties, but he did not intend to discontinue his activities as a labour mediator.

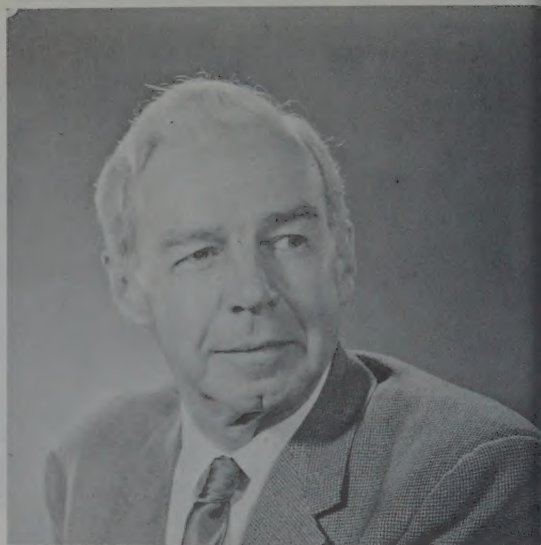
■ The Labour College of Canada is in urgent need of help from the labour movement, according to Bert Hepworth, Director of the Canadian Labour Congress education department. Hepworth, who is also Registrar and Secretary-Treasurer of the College, explained that while the costs of maintaining the College keep going up, the initial enthusiasm shown by the unions supporting the College has in some cases been decreasing, leaving the College increasingly dependent on supporters outside the labour movement.

"If the present trend continues, the preponderance of support by way of donations will be from outside the labour movement," he warned. "The responsibility of the labour movement is real and serious." He said that all unionists have a stake in the College and asked that unions, locals, federations and labour councils come to the aid of the College by sending generous donations; making sure that all union members know about the College; encouraging members to apply for the 1972 residential program (deadline for applications is Jan. 31, 1972) and the correspondence course; and generally by being a booster of the institution.

Further information on the College and on how to help or how to attend can be obtained from Mr. Hepworth, c/o the Canadian Labour Congress, 100 Argyle Avenue, Ottawa, or directly from the college office, 762 Sherbrooke Street West, Montreal 110.

Although the number of scholarships and bursaries provided by unions, federations, labour councils and governments has increased during the past few years, the College must still provide some financial support for those successful applicants who cannot otherwise fund themselves, as well as continue its day-to-day operations, Hepworth explained.

He announced also the creation of a small task force composed of members of the board of governors and of the College alumni, to evaluate past progress and to make recommendations for the future. "However, future orientation and success of the College depends to a great extent upon the union support we receive," he said. "In the meantime, the labour movement can take solid satisfaction from the fact that the College program has enabled its graduates to become more capable and active in the labour, community and political life of the country."



J. L. MacDougall

■ J. Lorne MacDougall, Chief Executive Officer of the Canada Labour Relations Board, has retired. MacDougall, a graduate in political science, economics and history from Queen's University, joined the Canada Department of Labour in January 1936, and in April of that year was posted to Winnipeg, Man., as District Supervisor of the Government Annuities Branch. During his pre-university days he was a newspaper reporter in Barrie, Ont., and later, during his four years at university, he was Editor of "The Queen's Review," a monthly alumni magazine.

At the outbreak of World War II MacDougall was appointed Conciliation Officer and Wage Investigator with related duties covering Manitoba, Saskatchewan and Northwestern Ontario. He was posted to Ottawa in 1942 with the Industrial Relations Branch, and served on the National War Labour Board, the Wartime Labour Relations Board, and, after 1948, the Canada Labour Relations Board. In December 1953, he became secretary of the Board serving as Canadian Government representative on the Building, Civil Engineering and Public Works Committee of the International Labour Organization. He was appointed Chief Executive Officer of the Canada Labour Relations Board in May 1966.

One-parent families in Canada don't want to be regarded as social oddities or "problem families." They want Canadians to recognize that they are a type of family, subject to all the social pressures that beset the two-parent family today, but much more vulnerable to these pressures because of stigma and the lack of services fully related to their needs. This is a major conclusion in a newly released report, **The One-Parent Family**, from the Canadian Council on Social Development. The 167-page report was prepared from interviews during the spring and summer of 1971 with 113 heads of one-parent families and 44 agencies serving them.

Reuben Baetz, Executive Director of the Council, emphasizes that one-parent families, which account for 9 per cent of all Canadian families, have the usual problems of many two-parent families with children today—adequate community social services, high rents, substandard and scarce housing, few employment opportunities when a parent must work, low wages and social assistance rates—but these problems are compounded by the fact of simply being a one-parent family. "And for the large number of families who must rely on social assistance, particularly those headed by women alone, there is the added stigma of being on welfare," he says. "Our report points up once again," Mr. Baetz adds, "that one-parent families are the same as most families: they do not want to exist on handouts; they want an opportunity, and have the talents if given the opportunity, to participate fully in their communities . . ."

Following, in summary, are some of the principal recommendations of the report: There should be continuous study and experiment on the problem of providing guaranteed annual income for every Canadian, one-parent families headed by women being an appropriate group for which to implement an experimental program. Rates of social assistance should be under continuous review and readjustment to relate them to cost-of-living levels and nutrition standards. There should be full recognition that job training should lead to jobs that are actually available. Women who are sole parents should be free to choose between remaining at home on social assistance or joining the labour force. In either case they should be able to upgrade their competence and have access to community services to help them carry on. In awarding custody to separated parents, more attention should be given to the welfare of the children.

Organizations of sole parents and other community groups should apply continuous pressure on all levels of government to provide low-cost housing in a volume that will more closely match the evident need. Day care

should be available, as a right, to all families and children, and provision of day care should be public responsibility. Homemaker services should be a part of the basic network of social services in a community and available to all who need them. Canadians should assist in the expansion of specialized community services such as Big Brothers and Big Sisters. Because among women who are sole parents there are many whose incomes are so low that they cannot afford travel or recreation, there should be support for community organizations that are able to provide holiday services to mothers, as well as to children. Community services should be organized to take better account of the needs of one-parent families—hours of operation of some of these services, for example, seem geared solely to two-parent families. Community resources should provide appropriate counselling and other services to newly separated parents.

■ **The U.S. Senate is currently studying a bill that could have a serious impact on the Québec economy.** It is a bill tabled by Senator Muskie from Maine, which if passed would require a worker to have a permanent residence in the U.S.A. as a condition of his employment. This bill would affect approximately 8,700 workers from Southeastern Québec and would be fatal to several municipalities on the Maine border, from Lac Mégantic to the limits of New Brunswick. Of the 8,700 workers concerned, there are 4,000 forest workers, 2,000 construction workers, 1,500 employees of major sawmills supplied with American wood, and 1,200 persons who each year harvest potatoes in Maine. The Québecer working in the Maine forest earns an average of \$200 a week during 10 months of the year. During the fall potato harvesting season in Northern Maine, he can earn \$25 to \$30 a day. In the construction industry, wages can go higher than \$200 a week.

The Québecers attracted by the American industry must pass through certain immigration border offices. This year, the authorities have already seemed hesitant to renew the permits.

Should the Muskie bill ever be enacted, this could result in the closing of almost all the major sawmills and leave the potato pickers jobless. The number of workers is already smaller in the Maine forest because of automation. Entire areas in frontier villages have already been deserted and such desertion would become considerably worse.

■ **Job openings for executives, accountants, engineers and other professionals were down 15 per cent at the end of September, compared with a year ago. The Technical Service Council's quarterly survey of 1,400 companies across Canada showed no signs of the usual seasonal upturn.** Ontario had the largest number of openings (405), but the largest decrease—30 per cent. Ontario is usually less affected by economic fluctuations than other areas. Québec, with 279 vacancies, showed a 10 per cent increase in jobs. Openings in the Maritimes doubled to 24, but TSC officials say the small size of the sample makes the ratio suspect. Professional vacancies in B.C. and the Yukon (71) slumped 19 per cent while those on the Prairies (137) were down 7 per cent.

"The U.S. import surcharges have increased businessmen's fears. Companies are hiring only when they must, and not replacing everyone who leaves. Nearly all of the 916 openings listed with us are replacements, rather than jobs created by expansion," according to N. A. Macdougall, TSC General Manager. "Business conditions are so bad the firms are laying off men with 30 years service. From inquiries we are getting about 'de-hiring'—the counselling of such men to help them relocate—it is obvious that more layoffs are coming," Macdougall stated.

The chemical, paper, aerospace, electronics and construction industries have been hardest hit. For the senior men who have been released, openings in management and research are very limited. In spite of the general slackness, experienced sales engineers are in short supply. Some employers report spending over three months to find a man. Openings for computer programmers and systems analysts have slumped. Electronic data processing staff who once found it easy to change jobs every six or nine months to boost their salaries are now facing rejections from employers who consider them 'job hoppers.'

A moderate demand exists for personnel managers, accountants, mining engineers, extractive metallurgists, industrial engineers, foremen and civil engineers. Most openings require some specialized experience, and employers are selective. Opportunities are poor for architects, architectural draftsmen, aero engineers, electrical draftsmen, civil draftsmen, tool designers, mechanical technologists, chemical lab technicians, research chemists, technical illustrators, geophysicists, foresters, market researchers, technical writers, and 1971 Arts graduates.

"Competition for jobs is intense. A \$20,000 opening for a marketing manager produced 100 replies, nearly all of them already sales managers. An \$18,000 vacancy for a

controller brought 110 applications, most from chartered accountants. A \$9,000 opening for a quality control technician produced 120 candidates", Macdougall said. The Technical Service Council/Le Conseil du Placement Professionnel is a non-profit placement and personnel consulting service with offices in Toronto and Montreal.

■ **The Ontario Government is allocating a sum of \$10 million for building new day care centres as part of a total program to provide winter jobs and to stimulate the economy.** Over the next year, this \$10 million program will be available to create as many as 150 new day nurseries in the province, providing places for an additional 4,000 children.

The province will increase its capital subsidy to municipalities on new day nursery construction from 50 per cent to 80 per cent of the total cost. This will mean 80 per cent of the cost of land, constructing the building and equipping and furnishing each nursery. But as a further incentive to accelerate planning and create jobs for this winter, the Government will pay 100 per cent rather than 80 per cent for all construction completed before May 1, 1972.

The Ontario Government, under this new day care program, will also be providing capital grants for day nursery construction to local associations for the mentally retarded and the handicapped. These provincial grants will be at the level of 80 per cent of the costs of land, construction, equipment and furnishings. The same 100 per cent provision applies to associations receiving capital payments before May 1, 1972.

■ **More than 16,000 private pension plans served more than 2.7 million members in Canada at the beginning of 1970, reports Statistics Canada.** Five years earlier, there were about 14,000 plans covering 2.3 million members. Members and their employers contributed more than \$1.5 billion in 1970, compared with more than \$1.1 billion in 1965. While only one third of the 16,000 plans were integrated with the Canada and Québec Pension Plans, nearly three quarters of all plan members were affected, indicating that most large plans provided some form of integration. In 1970, the plans provided for retirement of 75 per cent of the male members and 50 per cent of the females at age 65; 10 per cent of the males and 29 per cent of the females at 60, and 15 per cent of the males and 14 per cent of the females at other ages.

A \$135 million program to respond to local job-creating initiatives and to extend manpower training forms a major segment of the federal government's co-ordinated offensive against unemployment this winter. These programs will be weighted in favour of areas where unemployment is most serious. Of this total, \$100 million will finance a Local Initiatives Program to provide jobs for the unemployed.

This program is intended to do the best possible good for communities, while putting the greatest number of people to work. It will enable municipalities, community organizations and private groups to submit before January 31, 1972 labour-intensive projects for approval and funding. Of this amount, \$50 million will be available to municipalities across Canada, in consultation with provincial governments. The balance will be available for projects submitted by community organizations and private groups.

Organizations and groups wishing to participate should contact their local Canada Manpower Centre and municipalities may obtain application forms through the appropriate provincial or territorial government offices. Applicants will be expected to hire unemployed workers through local manpower offices.

The federal contribution will cover total labour costs, based on prevailing wages and the skills required in each project, to a maximum average of \$100 a man-week. An additional amount, of up to 17 per cent of the sum provided for labour costs, may also be provided for other costs.

The following are examples of the type of projects to be considered: extension of winter recreation facilities; services for children, the elderly or the handicapped; projects and studies related to pollution or general environmental improvement; improvement of substandard housing; new day-care programs for children; and expansion of community "store-front" services.

An additional \$20 million for Training-on-the-Job is designed to assist and encourage employers to prepare for future expansion by engaging a substantial number of unemployed persons in learning skills, transferable between employers, under actual work conditions. And \$5 million has been allocated to mount a supplementary program under the existing Canada Manpower Training Program with emphasis on basic training for skill development. Some 10,000 trainees will be involved.

In addition to the programs being carried out by the Department of Manpower and Immigration, the federal employment plan includes a program of special development loans totalling \$160 million; \$113 million accelerated loan funding through CMHC; \$80 million additional federal works projects and \$10 million in support of multipurpose exhibition buildings.

■ **An employee-owned bus line in British Columbia has made a profit in its first year of operation.** In 1970, when International Utilities was considering whether to abandon or sell the Vancouver Island Coach Lines, the employees banded together to buy out the company and operate it themselves. The employees are members of the Canadian Brotherhood of Railway, Transport and General Workers. Business was bad during the first winter of operation, bringing about extensive layoffs with the number of drivers reduced from a peak of 130 to 40. But summer business restored most of the jobs lost and this winter looks good. It was estimated that the company would lose \$50,000 in the first six months alone but instead made a profit in the first year.

The cost of the company was \$650,000. Employees were able to collect \$108,000 by mortgaging their homes, selling property, investing their savings and taking loans. To protect its equity, International Utilities (the owner) put up \$250,000 in case the adventure failed. And the Royal Bank provided \$300,000 for the purchase and an extra \$100,000 for operating expenses.

■ **The second reciprocal pension transfer agreement between the federal Government and Canadian industry has been signed. The new agreement is with the Canadian Foundation Co.** A similar agreement was signed with Lever Brothers Ltd. last year. Under the agreements, employees of these companies who accept positions with the federal Government (or vice versa) are able to carry with them full credit for their prior pensionable service under their new pension plan upon transfer of both the employee's and the employer's contributions in accordance with terms of the agreement.

Forty-four such agreements are in force between the Government of Canada and other governments, Crown Corporations, universities and staff organizations, but lack of reciprocal agreements in the industrial sector has handicapped the development of a desirable interchange of personnel between government and industry. A number of similar agreements are under active consideration at the present time.

Labour relations around the world

■ The U.S. Secretary of Labor has been declared in error by the U.S. Supreme Court. In a 7-2 opinion, the Court upheld a lower court finding that the Secretary exceeded his authority under the Landrum-Griffin Act when he challenged an attendance requirement in the constitution of the United Steelworkers of America. The requirement is that a candidate for union office must have attended at least half the meetings of his local over a three-year period preceding the election.

Nicholas Hantzis, an unsuccessful candidate for the presidency of USWA Local 6799 in Pomona, California, had complained to his union that the union's facilities had been used to promote the candidacy of the incumbent. Receiving no satisfaction, he then contacted the Secretary of Labor, adding to his original complaint the grievance against the meeting-attendance requirement. The Labor Department filed a civil suit against the union and the U.S. District Court at Los Angeles invalidated the election on the grounds that the use of the local's facilities on the incumbent's behalf had violated the law. The Court did, however, find the rule about attendance reasonable and this ruling was upheld by the Court of Appeals.

The Supreme Court, in an opinion written by Justice Thurgood Marshall, said Congress intended to encourage unions to take action themselves to correct election processes. If the Labor Department could file a suit against practices the union had not been given a chance to correct, union-self-government "would be needlessly" weakened, the decision said. Justices William J. Brennan and Byron R. White dissented. The court majority said it was unclear from Hantzis' complaint whether he objected to the attendance rule itself, or to the way in which the rule was applied during the election.

■ In Zambia the ILO is helping to create a national railway system. Until independence Zambia's rail lines were part of the Rhodesian Railways System, with the administration, main engineering and stores headquartered in Bulawayo in Rhodesia. ILO and United Nations Development Program aid will be used to establish an engineering trades training centre. A five-year \$1.5 million project will provide for the services of a team of ILO experts at the Centre, the supply of equipment, and fellowships for its key Zambian staff. In the same period, the Zambian Government will invest \$4.2 million in the Centre.

For some time, the Zambian Railways System has been building an entirely new management organization and services at Kabwe, 85 miles north of the Lusaka, the capital. First priority went to the establishment of a Railway Training Centre for operating and commercial staff in 1964. A \$14.5 million workshop was also built. The trades training centre will provide accelerated pre-service training for new staff, intensive in-service training and upgrading for existing employees, new programs and advanced courses for all levels of railway personnel and the training of instructors. This should ensure that existing vacancies for skilled technical staff are filled and that there will be an adequate flow of qualified personnel in the future and replacements for expatriates now working for the railway. More than 2,000 Zambians are expected to pass through the engineering trades training centre during the five-year project.

Assistance from the ILO and the UNDP complements a \$2.5 million program being carried out by Canadian National Railways through the Canadian International Development Agency to strengthen the management side of Zambian Railways. The Canadian project, already launched, is also scheduled to last five years.

■ Unemployment in Britain reached 929,121—3.9 per cent of the labour force in September and could rise to more than one million during the winter. But union leaders and Labour Party leaders assert that unemployment is already higher than one million. They say that tens of thousands of workers have pulled out of the labour market because of the tight job situation. Many of those who have pulled out are women and others have taken early retirement. This hidden unemployment is estimated at 400,000, bringing the September unemployment up to 5.2 per cent of the labour force.

■ Changes are afoot at the Cyprus Productivity Centre, already the focal point for industrial training on this Mediterranean island republic. Training of managers for small industries, craftsmen and technicians is to be expanded with the help of the International Labour Organization and the United Nations Development Program (UNDP). As part of a three-year project approved by the UNDP Governing Council at a meeting in June, the ILO will provide a team of experts and equipment and administer fellowships for national staff of the Productivity Centre. The investment of the Government of Cyprus in this project will be \$1.5 million and the UNDP will contribute \$600,000.

The Centre will set up a new division in Nicosia to provide training and advisory services in manufacturing, accounting and costing, marketing and market research for the 2,700 small-scale enterprises in the country. At Famagusta and Limassol, the Centre is establishing industrial vocational training centres to supplement training already being given in Nicosia. The ILO will help towards the initial aim of training 7,800 craftsmen and technicians in electrical appliance repair and maintenance, machine shop and maintenance, welding and

plumbing, heating and refrigeration, and 5,200 building tradesmen over the next three years.

■ The Second Conference of the Organization for Economic and Co-operation Development was held in Venice, Italy, from October 25 to 27. The first one had been held in Paris in September 1966. The object of this second conference was to examine the job opportunities for highly skilled manpower during the seventies, considering the economic and social changes as well as changes in the labour force caused by expanding education.

Senior officials from member states, who are responsible for education, employment and social policy, and representatives of professional and industrial agencies attended. The participants paid particular attention to certain items: the re-organization of education systems; continuing training; professional mobility; key factors in the hiring of a highly skilled personnel and the means to be taken to increase the amount of this type of employment; and co-operation between management and vocational training centres.

50 years ago

The Montreal garment workers were on strike at the time The Labour Gazette was going to press, 50 years ago. And Canadians were preparing for the long cold winters in cosy six-room houses that cost a mere \$21 a month.

■ the International Ladies' Garment Workers' Union called a general strike in Montreal on November 9, 1921. H. Rother, the owner of one of the factories affected by the strike, obtained an interim injunction restraining the union and its members from unlawfully picketing his establishment. The case was heard in Superior Court and on December 16 judgment was made

by Mr. Justice F. S. MacLennan maintaining the injunction and defining the rights and duties of both parties concerned. Rother employed about 50 workers at his McGill College Avenue plant, five or six of whom had written contracts for a definite term, the rest employed on a weekly basis that could end on a weeks notice. The weeks work was from Monday to Saturday. Not more than six of the workers were members of International Ladies' Garment Workers' Union locals.

When the union decided to call a general strike it sent out a printed circular to all workers in the cloak and suit industry stating that on November 9 at 10 a.m., a gen-

eral strike would start, "which will be energetically carried on until we realize our just demands," and among the demands was "absolute and full recognition of the union, as without it there can be no peace in the industry." The circular closes with the exhortation "on with the fight; quit the shops to the last man; be united and the bosses will be compelled to yield and recognize our just demands." This circular was distributed to the workers in about 40 factories in Montreal, 1,200 of whom went out, including two from Rother's factory. About 1,000 of these went to a mass meeting at the union headquarters, where verbal instructions for picketing were issued to them by Joseph Schubert, the secretary of the joint board of the local union. Schubert said in Court that every striker was considered a picket and that his instructions to them were: to walk up and down around the factory and in its neighbourhood to see the people who go in and out and inform them that the strike was on and try and induce those coming out of the factory to strike also; to visit the homes of workers, if they thought it necessary, and speak to them on the street between their homes and the shop and to try to follow the employees of the Rother plant in order to persuade them to leave their work.

The strikers started to parade up and down in front of the Rother plant on the 9th of November and continued until the evening of the 16th, when an interim order of injunction was issued on Rother's application. Ten to fifteen pickets appeared at first, swelling to 30 or 40 the next day, and afterwards increasing to about 75. The union sent written notice to Rother on November 8th that a strike had been called for the following day, and, as Rother feared that his workers might be troubled, he hired two or three private detectives and later, called for police protection.

The working hours in Rother's factory were from 8 a.m. to 5 p.m., and large numbers of strikers, on picket duty, were present at the plant in the morning before the workers arrived, and in the afternoon as they left the

plant. On the 10th of November, shortly after 5 o'clock in the afternoon, when, according to some witnesses, 75 strikers were picketing the factory, the plant's manager was violently attacked and three of the strikers were arrested. At the trial, the defendants tried to establish that the assault was provoked by the manager's conduct, but the judge felt that the assault was unprovoked and without justification. The plant's designer was attacked the next day on his way to work by a union member who called him a scab and said that he was taking bread away from his table. When the designer complained to Goldberg, the business agent of the union, he was told that there was a strike on and that anybody who worked for Rother was a scab.

Two of the girl workers were so intimidated by what had been said to them that they stayed away from work for a half a day. Another girl worker was followed on her way home by a man who spoke to her about her work and finally hit her in the face and knocked her down. Another worker was told that an accident might happen to send him to the hospital, and other workers were threatened with assault if they did not go to union headquarters instead of going to work. Owing to the number of various threats, Rother had to provide taxis to bring workers to and from work. The union kept up their harassment, sending threatening and abusive memos to management. Police authorities warned some of the pickets that their actions were tantamount to intimidation and that the picketing was not peaceful.

The strikers were also out in such great numbers that they were impeding traffic. Police had to close the streets in front of the plant and allowed no one to approach unless they had business there. The police cordon was discontinued on the 15th and the picketing continued. On the 16th, Rother sued for damages and obtained an interim order of injunction restraining defendants, their officers, members, agents and representatives from molesting or in any way interfering with the plaintiff or his employees, from picketing in front or in the neighbourhood of the plant, from watching the plant or the homes of those employed there, or from following the employees and intimidating them. Rother sued for \$10,000 and an injunction, with costs. In conclusion the judge said:

I am of the opinion that the picketing . . . was wrongful and without lawful authority and amounted to a common law nuisance and violation of 1053 of the Civil Code, as well as a breach of the criminal law.

Counsel for defendants submitted that, if the conduct of the pickets and strikers was a violation of the Criminal Code, the plaintiff should be limited to his remedy before the Criminal Court and that he had no remedy by injunction. In my opinion, that proposition is untenable. In every jurisdiction where this question has arisen, the right to injunctive restraint has been recognized. In our Courts the same right has been frequently applied where there has been violation of 1053 of the Civil Code and the remedy in damages was inadequate. The union defendant has no property in Canada and a

judgment for damages against it would be useless. The defendants threaten to continue and repeat the wrongful acts complained of and damages for injuries already suffered even if collected would not protect plaintiff in the future. It is apparent that the only adequate and effective remedy to meet the circumstances disclosed in this case is to permanently enjoin the defendants from their unlawful conduct under all the penalties provided by law."

■ The death of Henry Harper, Associate Editor and Acting Deputy Minister of Labour was reported 70 years ago in the December 1901 issue of *The Labour Gazette*. Mr. Harper drowned when trying to save a young woman who had fallen through the ice while skating on the Ottawa River. Before joining the Labour Department, Mr. Harper had been a reporter in the press galleries of the Ontario Legislature in Toronto and the House of Commons in Ottawa.

In reporting Mr. Harper's death, his friend and colleague, the then *Labour Gazette* editor, W. L. Mackenzie King said, "In an effort to save the life of another he gave his own life, and in so doing died, as he had lived, inspired by an ideal of duty, of which self-sacrifice, true manliness and devotion to others, were the enduring realities. His last act but epitomized his life." Later, a committee of which Mr. King was a member, had a statue of Sir Galahad erected in Mr. Harper's memory. The statue, unveiled by Governor-General Grey in 1905, stands on Wellington St. in Ottawa, directly in front of the Parliament Buildings.



Book reviews

Shutdown: The impact of plant shutdown, extensive employment terminations and layoffs on the workers and the community, by John Eleen and Ashley Bernardine, Ontario Federation of Labour, 15 Gervais Dr., Don Mills 403, Ont., 135 pages, \$2.50.

The number of plant shutdowns and the reduction of employment were more serious in the one-year period ending June 1971 than in any other decade since the financial crash of 1929, according to this survey initiated by the Ontario Federation of Labour's Executive Board. The study indicates that more than 16,000 Ontario workers at 138 plants either lost their jobs or were laid off during the period surveyed. The figure includes only workers in plants that had 25 or more terminations or layoffs.

The report contains a series of proposals including: legislation requiring longer notice of layoff by employers and economic sanctions against runaway foreign-controlled companies; expansion of the role of the Ontario Development Corporation in the economy; more emphasis on job security in collective agreements and the right to negotiate and to strike on matters of technological change during the life of an agreement; creation of labour-management manpower committees and a stronger role for the Department of Manpower coupled with a strengthening of training, retraining and relocation programs; and adoption of a shorter work-year and workweek, longer vacations and earlier retirement.

The report contains the findings resulting from questionnaires distributed to all the unions and the companies that had terminations or layoffs, as well as from personal interviews conducted in a number of small and medium-sized Ontario communities—including Brantford, Kingston, Cornwall and London.

Almost half of the plants that closed in Ontario in the past year were branch plants of foreign-owned companies. Many of them may have closed without economic justification and could have remained open, the report claims. The report quotes several expert sources including former federal minister Eric Kierans, indicating that foreign subsidiaries and branch plants can be worthwhile operations for their parent corporations even though they may not be a "viable operation on the straight profit-and-loss sheet."

Such subsidiaries could lose money and still make a net contribution to the parent's income by the profit on purchases of raw materials and component parts from the parents, by patents, royalties and fees for management, advertising and research services, Kierans is quoted as saying. Companies contemplating plant closures should therefore be compelled to justify their decision before a public authority, the OFL report suggests.

Other problems with foreign-controlled branch plants are their reliance on research and development by the parent company, preventing the development of specialized skills and products in Canada, and their tendency to export virtually unprocessed materials to the parent

company, thereby providing insufficient job opportunities in Canada, the OFL notes. Were these industries Canadian-controlled, Canada would be in a better position to provide more jobs and develop technical skills. Despite foreign control, the government could still make rules and develop new national policies to countervail the power of multinational firms as well as, on occasion, foreign government power exercised over these firms, the report asserts.

Some of the OFL's strongest criticism is directed at the operations of the Ontario Development Corporation, or rather of "the government running it." According to the report, about half the \$40,000,000 in forgivable loans granted in the last few years were given to foreign-owned firms, "in effect helping to promote the foreign take-over of our economy." Some of the other charges levelled at the government are: that the big corporations often don't need the loans; the ODC has no say in the running of the company which gets the loan; there are no rules on how the money is granted; and companies receiving grants to build a plant often close another plant elsewhere, with no increase, and often a decrease in jobs.

The report calls for a thorough overhaul of the ODC whose new duties should include: favouring small and growing new industries; promoting Canadian companies; forcing companies to pay back ODC-granted loans whenever they shut down any of their operations in Canada; making sure that borrowing companies are good corporate citizens"; and favouring loans to job-intensive industries. The ODC should also stipulate that loan recipient cannot pay substandard wages, that it has to promote good industrial relations and that it bargain in good faith with its workers and their representatives.

The report gives several examples of loans given to companies that, it says, closed other plants or divisions, or used the loans to locate in other parts of the province, thereby evading their responsibility in their present employees." "The ODC has a role to play in repatriating our industry so that it is Canadian-controlled. This can be accelerated substantially by changing the course of the ODC," this chapter of the report concludes.

The report lays the blame for the number of recent plant shutdowns and layoffs, and much of the present unemployment on the federal Government's "inept and ill-considered" economic policies. This could have been avoided, the study says. What is needed now is a series of govern-

ment measures including tax cuts, an expanded social security system, higher wages and salaries, large-scale capital works investments by government, and an economic policy based on a full employment economy. According to the OFL researchers, the cost of these measures would be offset by the increased tax revenue resulting from higher employment.

The report criticizes also the government's retraining policies: "It seems that some departments of the government are promoting economic policies that create large masses of unemployed, while another branch of the government is charged with the task of training and placing workers in jobs that don't exist." The study contains also statistics to show that wage increases may not cause unemployment: while wages increased in 1969-70 in Japan, Germany, Italy, Belgium, Denmark and the Netherlands—industrial countries which compete with Canada on the world markets—unemployment in these countries actually decreased during the same period.

"Radical Politics and Canadian Labour, 1880-1930, by Martin Robin, 321 p. (originally hard cover, \$7.95), paperback, \$2.95.

Prof. Robin, Associate Professor of Political Science at Simon Fraser University, has thrown new light on a little known and particularly interesting era in Canadian politics, putting the shaft to the myth that prior to 1932, the year in which the CCF came into existence, urban politics was anything but radical. Now available in paperback, the book is not only a history of trade unionism and a chronology of the development of labour and socialist parties in English-speaking Canada, but also a study of the action and interaction of the trade union and socialist movements during a critical period in Canadian politics that saw the socialist, independent labour and syndicalist radicals fight against the conservative restraints of the entrenched Grit and Tory partyism and trade unionism.



Measuring the quality of life

The measurement of the social well-being of countries has not received the same priority as measurement of their economic performance. The latter measurement has been the principal component in standard of living indices compiled to assess national performance and used for international comparisons.

Gross national product and per capita income and expenditure undoubtedly provide a fairly reliable indicator of how people live in a country. Such measurements provide, however, no guidance on the quality of the social environment—the quality of life. This is provided by social statistics consisting of a variety of measurements on employment, unemployment, hours of work, distribution of income, crime and delinquency, education and so forth. Little attempt has so far been made to relate social statistics to the national aspirations of the population of a country, in order to measure achievement against national goals. Nor has much been attempted to find some overall equation of national performance utilizing both economic performance and social achievement in a combined index of the standard of living.

The measurement used to relate social statistics to social objectives or goals is known as a “social indicator.” It measures social progress or decline. In other words it measures social achievement, or the lack of it. The OECD (Organization for Economic Co-operation and

Development) has given the following preliminary definition of a social indicator: “a type of social statistic which seeks to measure changes in the level of well-being in a defined area of social aspiration, i.e., for a defined social concern.” Broad areas of social aspiration are known as “primary goal areas.” The sub-divisions of these areas into areas of specific interest are known as “social concerns.” A social indicator is related to a social concern. There is, however, nothing conceptually to prevent the combination of indicators of social concerns to provide an indicator for a primary goal area. Whether, in practical terms, a valid measurement can be obtained is another matter. The statistical concepts are extremely complex. Furthermore, there is a serious problem with definitions, especially at the international level.

A number of international organizations have been devoting attention to social indicators in different areas in recent years, especially those concerned with social problems and involving the collection and compilation of social statistics in various fields. In the last year, the OECD joined this group. The study of social indicators by the OECD was placed under the jurisdiction of its

Manpower and Social Affairs Committee which last year decided that a Working Party of Experts should be formed to handle the complicated development task.

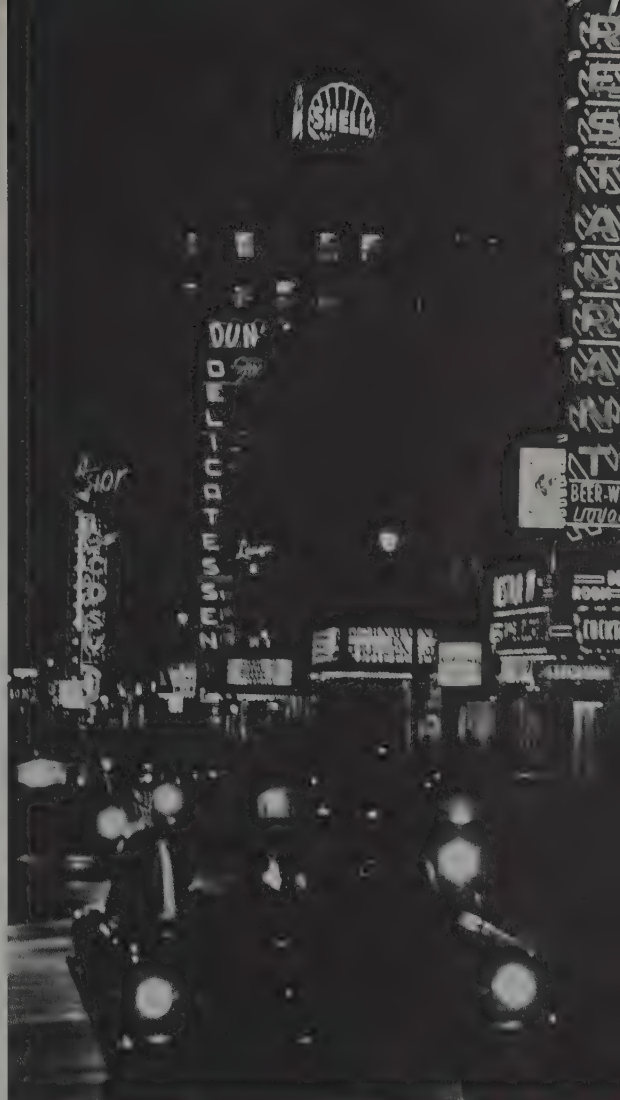
The Working Party met for the first time last June 21-23. Canada is a member of the Working Party, and a Canadian, Mr. N. Prefontaine was elected as a Vice-president. Other Canadians on the Working Party at its first meeting were H.J. Waisglass, Canada Department of Labour, P.B. Fay, Canada Manpower and Immigration, and H.J. Adler, Statistics Canada.

Before the meeting of the Working Party, consideration had been given by the OECD to the definition of "primary goal areas," and to what properly constituted the social concerns of each primary goal area. Those concerned with the problem in the OECD believed with justification that, if international agreement was to be reached with regard to definitions, it would be advisable to begin with the broad areas of social aspiration or primary social goals and proceed from there to the more complicated task of attempting to define or discover the particular social concerns that together should constitute each primary goal area.

Prior to the meeting of the Working Party in June, the OECD secretariat had prepared a list of primary goal areas. The list was submitted to the Working Party as being preliminary and tentative in nature. It is as follows:

The primary goal of personal safety and health: the social concerns of longevity, various psychological factors leading to tension and strain, physical health, security through crime, and safety from accidents;

personal development, and intellectual and cultural enrichment through learning: equality of educational opportunity, the satisfaction of manpower requirements of the economy, the quality of social life and the values of society;



3 occupational development and satisfaction—dealing with the worker as a person: employment, industrial relations, conditions of employment including wages and earnings, and work satisfaction;

4 leisure and its uses—dealing with the person in relation to non-worktime: non-worktime or leisure activity patterns and satisfaction;

5 command over goods and services—the person as consumer: total consumption, income distribution, assurance of public and private income maintenance, security of savings and other assets, and the condition of the impoverished;

6 the physical environment: noise, air, land and water pollution, sanitation, waste disposal, transportation and congestion and urban environmental pollution;

7 the social environment: inter-group relations affecting industry, race, marginal groups and inter-generation re-

lations as well as individual alienation, crime participation, social mobility, family concerns and demographic or population concerns; and

8 the political environment: basic freedom and legal rights concerns.

The Working Party accepted the list of primary goal areas as an initial base for further study. As the subordinate social concerns were only submitted to the Working Party to illustrate what each of the primary goal areas might contain, a decision about them was not required.

Discussion at the first meeting was, for the most part, concerned with how the terminology to be used in working on social indicators might be precisely defined and with establishing ground-rules for the work to be done. There was, also, discussion about the development of lists of areas of social concern, valid for measurement by social indicators. The meeting emphasized the importance of co-ordination within the OECD on work connected with social indicators. A steering group was appointed to ensure the best possible liaison.

The wider problem of co-ordination with other international agencies received attention. This is important in the interest of avoiding duplication of work, ensuring that definitions, classifications and techniques developed by the OECD are compatible with those used by other organizations, and that there is uniformity in the techniques used to collect data from individual countries. The Working Party stressed that statistical definitions and classifications should be uniform for all primary goal areas, and consistent, as far as possible, with existing definitions and classifications used in social statistics. The Working Party decided, also, that new statistical systems should be devised in close consultation with United Nations statisticians, when existing systems could not be used or adapted for use.

To facilitate co-ordination with the United Nations, the Working Party suggested that the OECD should invite a representative of the ECE—the United Nations Economic Commission for Europe—to sit permanently with the Working Party. He would be selected from the Conference of European Statisticians, a subsidiary organization of the ECE.

A number of other international organizations have been involved either in specific areas of social indicator work, or in areas peripheral to such work. Within the United Nations itself, such organizations include the



CE, already mentioned, UNRISD (United Nations Research Institute for Social Development), and INSARDI (UN Social Defence Research Institute). Specialized agencies of the UN involved, include the ILO (International Labour Organization), WHO (World Health Organization) and UNESCO (United Nations Educational, Scientific and Cultural Organization). Outside the UN family, EEC (European Economic Community) and the Council of Europe are interested in social indicators.

Of particular interest to employers, workers and labour departments is the contribution of the ILO to the development of social indicators. The ILO collects and publishes indicators of employment, unemployment, wages, consumer prices and labour productivity. The ILO is, also, contributing to the development of the Integrated System of Demographic, Social and Labour Statistics for its own use and the use of others. The system is to be tested in two years. The ILO will attempt, also, to identify social indicators of manpower and conditions of work and living that the integrated system "may produce or improve." The system will be studied by the ILO with a view to improving indicators of "social mobility and industrial peace."

UNRISD has probably had the most comprehensive program of any of the international organizations to date on social indicators. The program was started in 1964. It now includes a data bank in which selected social indicators are stored. One of the UNRISD studies discovered that the international ranking of countries according to both social and economic development did not correspond with their ranking according to per capita gross national product alone, thus proving that national prosperity alone is not the only criterion for assessment of the standard of living.

It will be a difficult task to develop reliable systems of social indicators. In some fields it may not be possible to do so at the present time, as existing technology may not prove adequate. The development of reliable social indicators would not have been possible in any event before the computer age and its data storage banks from which information can be retrieved and put to use so quickly.

The recognition of the need for social measurement in the context of the desire for social achievement represents an important step in the efforts of man to improve the conditions in which he lives. Social indicators represent, moreover, a rational attempt at analysis of the so-

cial problems that lead to social unrest, and civil and international disturbances. International co-ordination reduces the burden on individual countries and in turn enables them to profit from each other's advances and avoid one another's mistakes.

In Canada, the federal Government is devoting attention to social indicators. A sub-committee of the Interdepartmental Committee on Levels of Living (convened by Statistics Canada) has been given the task of developing our initial set of social indicators. Hopefully, Canada may benefit from the OECD program as it develops, and may make a useful contribution to it.



Work and mental stress

Christine Doyle is medical correspondent for the **London Sunday Observer**. The accompanying article appeared in **Panorama**, No. 46.

by Christine Doyle

"A million grandmothers buried every day," cried a British newspaper headline last year.

It wasn't meant literally of course. Absenteeism was the subject in hand, and the fact that over one million people had stayed away from work. Naturally many had genuine illnesses. But employers, doctors and psychiatrists are impressed by the growing number of vague reasons offered for a few days absence. They actually do include "grandmother's funeral," as well as "wife off colour," and a gamut of headaches and pains that very often are found on examination to be psychosomatic in origin!

When the sick rate in a company is unusually high, there is a strong probability that the cause should be sought in something other than physical illness, unless an influenza epidemic is raging or workers are apathetic after a national holiday such as Christmas. Similarly higher employee turnover, or increased accident rates rarely stem from a glut of attractive jobs elsewhere or an abandonment of safety regulations. **Behind much sick leave, many accidents and sudden rises in staff turnover lie individual stories of job dissatisfaction, low morale, bad communication, and conflict with a workmate or boss. The workers involved are labouring under stress, and sooner or later they show it by their actions.**

Engineers have neat scientific definitions for mechanical stress and, by elaborate mathematical calculations, they make sure that a variety of stresses, like those which put strain on an aeroplane engine, are finely balanced. Not so with human beings: the causes of stress that injure a worker's self-esteem, trigger off mental insecurity—on

en mental illness—and make him feel isolated or inadequate are difficult to spot and far less easy to measure.

neglected problem

was to provide some sensible guidelines on how to define and detect stress, and how to come to terms with it in industry, that brought factory and trade union medical officers, personnel managers, psychologists and psychiatrists together at a seminar, organized recently at Windsor in the United Kingdom by the International Committee on Occupational Health. All were agreed that, with the exception of a few enlightened companies, the emotional or mental well-being of employees was woefully neglected.

The factory doctor can set a broken leg caused by a work accident. "But what can you do," he asks, "for the man who is brought into the surgery quite obviously in pain, yet glad because he knows he will be able to escape from work for many weeks!" The answer may lie with the foreman or works manager. Perhaps the worker's job has been shorn of status in a new productivity deal. In any case, **the real problem is to take action or to treat the signs of stress that are building up in a worker before he subconsciously wills himself to have an accident.**

That applies to individuals also applies on a wider scale to groups of workers. Shop stewards know well, but too many managers seem content to disregard the fact, that the stated reason for bringing hundreds of men out on strike is often the least important one. Behind the seemingly irrational call to down tools may lie dozens of petty dissatisfactions and niggling conflicts.

Some people argue that progress should be slowed down to allow human beings to catch up with the sophisticated machines with which they work, but it is unrealistic to expect that the pace of modern industry can now be slowed. Yet unless a more positive attitude is adopted, there will certainly be a rise in mental illness and possibly in accident rates. Already, in countries like Britain and the United States, one in 10 people suffer from mental illness at some time in their lives. A report by Britain's Department of Health and Social Security shows that in one year 22.8 million working days were lost by men suffering from mental, psychoneurotic and personality disorders, nervousness, debility and headaches. This places mental illness as the second leading cause of sickness absence. Bronchitis heads the list, but accident and heart disease come after mental illness.

Stress can never, of course, be entirely removed from the workers' environment. Some stress is natural and life would be very dull without it. **There are even those who thrive on stress and regard it as an invigorating challenge. It is when overwork, frustration and feelings of inadequacy and boredom become intolerable that trouble arises. If men fail to cope with these constructively, they may easily break down.** The outward sign of this may be an accident or a psychosomatic disorders—or simply absence from work with apparently little excuse. Some are driven to mental illness and even to suicide.

A shop steward's evidence

The sole representative of the shop floor at the Windsor conference—a shop steward who had worked in a variety of industries including "the toughest of all for a shop steward", the dock industry—held insecurity to be the chief cause of stress among factory workers. He dismissed firmly the notion that workers work for money only. They felt nervous and anxious if their jobs were threatened, of course, but they also needed to feel secure as members of groups with which they could identify. The individual resented his group being broken up and reassembled under a new name without his being given any say in the matter. He wanted responsibility, status and good working conditions, as well as good pay for the job.

Surprisingly, appalling conditions can sometimes be tolerated if not condoned. The same shop steward described a small firm of vehicle builders he had come across while on a study tour. Safety regulations scarcely existed, the fire extinguishers were empty, and the stench from primitive sanitary arrangements was foul. Yet the men were content on the whole because the workforce was small enough for everybody to be on friendly terms with everybody else. The manager knew them all and chatted about their problems. Conversely, in "a very modern spinning-mill", almost clinical in appearance, he had found that the workers were discontented. Many had left the company. "Each worker was geared to the speed of a machine," he said. "They had just gone through a period of redundancy caused by ruthless rationalization. Perhaps most important, they had practically no contact with the managers."

The shop steward cited shift work as a growing cause of stress. Home life was disrupted, and the worker was torn between the calls of family and employment, yet

he was unwilling to take another job with less money. (A large-scale survey of the physical and mental effects of shift work is now taking place in Britain.)

The shop steward blamed productivity deals over the past 10 years as a root cause of much insecurity. He had seen men switched from one job to another without being given any say in the matter. Older men had been forced into new patterns of work with little preparation, help or sympathy. They became pawns in industry's ruthless quest for results. Repeatedly he emphasized **the importance of status and responsibility—necessary for the humblest worker.** As an example, he cited the case of three men whose job was to drive company cars. Over the years more and more workers in the plant had bought cars of their own, with the result that the drivers' job steadily lost status. This only came to light when one of the drivers had a nervous breakdown. No doubt other worries had contributed to the breakdown, but when the records of the three drivers were examined, it was seen that the sick rate among them had been running at an exceptionally high level for a long time.

Supervisors under stress

The shop floor worker comes under stress basically, because he has too little say in decisions affecting his working life. In contrast, foremen and managers come under stress because they are in the driving seat. In their case, emphasis is placed on leadership and inadequacies are soon revealed. Their ability to deal with a variegated workforce is under a continual spotlight. At the same time, they have to put up with continual interference from above and have to bear the brunt of unpopular decisions for which they may not in fact be responsible.

Many men are temperamentally unsuited to this "shock-absorber" role. A factory doctor, present at the Windsor conference, told the story of Jim, a 45-year-old senior operator in a car factory who had rarely been absent from his job and who had come to be known as a reliable and steady worker. Then a supervisor left, and Jim had reluctantly agreed to promotion. Within a month he had taken time off for ill-defined stomach complaints. Within three months he had been absent four times. Sensible enough to know that the new responsibilities did not suit him, Jim had eventually asked to go back to his old job. He was now perfectly happy and had not had a day off work since.

A fashionable complaint

It is fashionable to talk of the stress under which the executive works, almost as though this carried status in itself, but medical officers and psychiatrists are seriously concerned about the problem. Increasingly, they are having to treat the managers who have had, or are perilously close to, a mental breakdown. At Windsor, the medical officer of a large engineering company described the case of a 40-year-old man who was appointed to a challenging new post in middle management. This involved frequent new contacts outside the firm. On his past record he seemed ideally suited for the job. Yet within a few months, he became apprehensive, nervous and in the end totally ineffective. Slowly it became clear that this man had always had difficulty in establishing new relationships. For a period he had verged on a nervous breakdown. When transferred to another equally responsible job, but one in which his



main contacts were with other members of the company, whom he knew well, his depressive symptoms rapidly disappeared. The doctor added that if management took more care in selecting men for specific jobs, much of this kind of suffering could be avoided.

the executive under stress probably receives even less attention than the shop floor worker. Men with high technical ability, for example, may be promoted to administrative posts despite the fact that their training has provided them with little experience in handling people. Unless they are naturally gifted in that respect, they may set off a chain of conflict, resentment and unrest among those under their control.

There is also much criticism of industry's inherent tendency to promote men to what has ironically been called their "level of incompetence." When that happens, the company is faced with dismissing the man, demoting him—which may cause permanent misery—or putting up with him. Again, poor selection procedures often allow situations of this kind to arise. The employer knows that if the man is dismissed, he may spend months finding a new job, and will suffer the mental

The family life of executives is also disrupted more than that of shop floor workers—and they are expected to put up with this as part of their highly paid jobs. A British company was recently reported as advertising for salesmen who "are not too fond of their wives"—the implication being that, if they expected to do well, then they couldn't expect to have much time to devote to their families.

This attitude apparently enjoys some support from women, although it is well established that the strain and hardship that a demanding job may put on an executive is responsible for many divorces and broken homes. At the Windsor conference, some speakers blamed wives for forcing their executive husbands into situations in which stress is unavoidable. "One of the greatest menaces," said one personnel manager, "is the



agon of attempting to maintain his wife and family to their accustomed standard of living. He may finally have to accept a post he considers inferior to his previous one. To spare him this, the company well-meaningly promotes him to a higher post for which he is not really suited. Result: he personally is strained and unhappy and any persons who work under him become resentful and frustrated.

wife who nags her husband into seeking promotion he doesn't really want or which is beyond his talents."

Personality conflicts, office politics, travel across time zones and living in suitcases, all contribute to stress. (One man suffered from sleeplessness and headaches for almost a year after a particularly tense period of travel.) Projects can come under constant criticism—per-

haps from ignorant yet important clients who don't know what they want. **After a change of job the executive is likely to receive only a brief holiday in his first year—the very time that he is under most strain and most needs a holiday. A merger can make him redundant, or challenge established loyalties. He may have to learn new skills, not always easy for a man over 40, especially when fresher and younger men are snapping at his heels.** To cap it all, he is probably expected to raise his output each year. Industry sets no limits on achievements. Like the Olympic athlete, the manager is expected to be continually setting up new marks.

A Swedish initiative

As they wrestled with the problems of stress situations, the members of the seminar found themselves constantly aware of the absence of management representatives. It is no use that only doctors and occupational health specialists are aware of the difficulties. Poor communication with the managerial levels of industry may mean that the experts themselves are making basic misjudgements. However, from a thickish fog of psychological definition and jargon, it became clear that a wind of change is blowing through industry—if only gently as yet. Some companies are starting to take the problems seriously, new ideas are being discussed and experiments put into operation.

A Swedish mental health campaign drew praise from members of the seminar, who saw in it a method of preventive action that might well be tried in other countries and within individual companies. The campaign, focused directly on industrial workers, rather than the general public, was conducted by a committee representing industry, adult education groups, factory medical officers, personnel managers and psychiatrists. It soon became apparent to the committee that there was a lack of suitable literature on the subject, so two doctors were commissioned to write books. The books, since published, are **Individual personality and human environment** by Curt Amark and **Work and mental health** by Erland Mindus. The committee drew up also a correspondence course and arranged a series of study circles within industry.

Executives and workers, both manual and clerical, attended a dozen of these study circles. They discussed such subjects as: what the individual expects of his job; the demands of a job; and the place of humans in organizations geared to automatic production. Other topics

included: how people work together as groups; personal conflicts; how people adapt to change; how working environments affect people; and—most important of all—how to detect the telltale signs that someone is working under intolerable stress. As one industrialist pointed out, the first indication anybody notices at present is often tragically late in the day—a heart attack or mental breakdown.

The two specially commissioned books sold out. Twenty thousand people bought the correspondence course, and an estimated 16,000 attended the study circles. The general success of the campaign attracted a great deal of publicity, and the organizers plan something similar again this year. Of course, this campaign was basically experimental. No one expected that stress would vanish from Swedish industry overnight. But it did teach people normally too reserved to bring these problems into the open, and those who still equated mental illness with old fashioned lunacy, to be far more understanding of situations that made people tense and anxious.

Job enrichment

On a more detailed level than this Swedish campaign, which was essentially an attempt at education, **some British companies are now carrying out "job enrichment" studies.** These show that individual firms can do much more to relieve jobs of the tedium and frustration that puts workers under stress. In one company, for example, low morale among laboratory technicians was causing concern. The technicians were all professionally qualified, but most of their work was being planned from above by scientists with university degrees. The average age of the technicians was rising, but promotion paths were blocked as technology grew more complex. Many had in fact complained that their knowledge and experience were being wasted by the scientists, who refused to delegate work of any importance.



The management decided to increase the technicians' responsibility by asking them to write final reports on any work they did. These reports carried their names and were issued together with the reports of the senior scientists, and the technicians were responsible for dealing with any queries there might be. They were also involved more positively in planning research projects and in setting completion targets. Other "job enrichment" measures included responsibility for requisitioning material and training junior staff. These changes helped considerably to raise the status of the technicians, both in their own eyes and in the eyes of the managers and scientists. A report by one of their number was submitted to a government department and judged to be the best of 200 on the subject. Follow-up checks revealed consistent improvement in their performance.

At another company, a similar approach was tried with salesmen. Morale was considered to be fairly good, but it was felt that more sales could not be demanded with-

out putting the men under undue strain. Like the laboratory technicians, they were given more responsibility. Monotonous reports on every call to a customer were cut out, and the salesmen were allowed to use their own judgment in deciding what information should be passed back to the company. They were also given some freedom to negotiate prices. The result was improved sales and the increase was sustained over a test period of a year.

Yet another experiment involved factory supervisors, production foremen and engineering foremen. It was clear that the importance of their roles was being eroded to their own detriment and to the detriment of relations with those working under their control. The production foremen were authorized to modify working schedules, and the engineering foremen were given more control over preventive maintenance, and were asked to comment on design. All were assigned specific projects, given more "on-the-spot" responsibility and allowed to deputize more often for the engineers; they were asked for monthly written reports and were given proper recognition when one of their ideas was put into action. Some were given power to hire men. Like the other studies, this one paid off handsomely. **Within a short time a better calibre of worker was being taken on, performance targets improved, as did relations with shop floor workers.**

Several companies are now working along similar lines. Since 1963, the Dutch firm of Philips, which employs 80,000 in the Netherlands alone, has been carrying out a program of job restructuring. Every department is being examined, and changes and experiments are being introduced on the advice of doctors and psychologists, technical efficiency staff and personnel managers. The aim is to match jobs with workers' abilities and ambitions. Further research is being carried out on the effects of shift work and on morale in different working environments.

These and other examples show that something is at last being done by enlightened employers to avoid the crea-

tion of stress. Activity of this kind is not, however, nearly as widespread as many would wish. Few companies as yet place the same importance on alleviating stress as they do on medical facilities for physical illness and safety regulations.

The experts' role

Experts at the Windsor conference were conscious of industry's failings, but also felt that they themselves needed a better-defined role. Where do the experts stand, for example, in relation to management and workers? What problems should they be tackling? What powers should they have? It is difficult to fit them into the traditional structure of industry. Clearly they have a great deal to offer, but they often fail to get the support of senior management. Their efforts suffer also from the suspicion usually cast on them by the ordinary man, perpetually wary of anything to do with mental health or "head-shrinkers." The worker himself will usually see stress in terms of physical health, only recognizing it at the late stages when he has fallen ill or had an accident.

Doctors themselves are not beyond reproach. They are trained to think in terms of the body rather than the mind. It would be an unusual man who spotted the psychological implications when treating the injuries of a rigger who fell from his scaffolding because he had lost his nerve or concentration. But doctors are themselves often under extreme pressure and may not have the time that this sort of approach entails.

The Windsor delegates felt that there should be a much greater national emphasis on occupational health services. Industry, doctors and government all have their part to play. The medical profession as a body has little idea about what is going on in industry, while governments are reluctant to pay more than lip-service to the role of occupational health. (A recent British Government paper on restructuring the health service scarcely mentions occupational health).

Start in the schools

Perhaps the most stimulating suggestion the conference considered was that schools should instruct children in emotional and mental development to prepare them for the strains they might be under when they start work. The idea, which for some time has been gaining support from psychiatrists and educationalists, is a logical development of other kinds of preparation for adult life, many of them once considered unsuitable as school subjects, if not actually taboo. Sex education, for example, unthinkable only a generation ago, is now the rule rather than the exception.

Like hedgehogs, humans raise their "prickles" when threatened. The conference produced an impressive array of stress "prickles." **They included day-dreaming, loss of appetite, sleeplessness, feelings of tension and apprehension, loss of libido, mood changes, psychosomatic headaches, aggression in a normally mild person, loss of decisiveness in someone used to taking decisions, stealing and excessive drinking or smoking.** Some of these symptoms are experienced by most of us in the normal course of our working lives, but they normally fade away as problems are solved. It is when the signs persist that help is needed.

The consensus at Windsor was that courses of the Swedish type, held quite informally among broad cross-sections of workers, might help people to become more sensitive to the causes of stress and in this way lead to earlier detection of difficulties. It was agreed that to overcome industrial stress, people who are normally quite happy to talk about their physical ills must be persuaded to be equally frank about their emotional concerns. Real progress will begin when everyone in industry is prepared to regard a man's mental state as important as his physical well-being.

(The opinions expressed in the accompanying article are those of the author, and do not necessarily reflect the views or policies of the Canada Department of Labour.)

Regulations alone don't prevent accidents

Over the past two years regulations covering a wide variety of employment safety and health hazards have been developed by the Canada Department of Labour. These regulations, which are expected to be issued within the next few months, will apply to workplaces subject to federal jurisdiction and Part IV of the Canada Labour Code.

Employment safety and health regulations, a basic element of every accident prevention regulatory program, should be regarded more as a guide than a blueprint to good industrial safety practice. It is not practical to prescribe regulations that will take into account every possible aspect or variable of employment conditions or work methods, **nor will compliance with statutory requirements alone necessarily ensure a good accident prevention program.** For this reason, the Department's proposed regulations incorporate a large measure of administrative flexibility, refer frequently to national consensus standards such as those published by the Canadian Standards Association and, wherever it can be done without significantly sacrificing regulatory control, emphasize principles and performance rather than procedures and methods.

It is commonly assumed that employment safety and health regulations should set out well-defined limits so that no misunderstanding may arise concerning their intention. In the simpler work situations it is possible to prescribe precise requirements and be assured that compliance with them will always provide the intended level or standard of hazard control. In the industrial accident prevention field, however, conditions are usually dynamic and vary so widely from one enterprise to another and from one workplace to another that it is seldom possible to prescribe one figure, one set of limits or one method that will guarantee the same level or standard of hazard control in every situation. For this reason **it is essential that regulations be flexible, either by the exceptions and choices they provide or through administrative techniques such as granting the administrators certain discretionary powers.**

A principal objective of an accident prevention regulatory body should be the attainment of a uniformly good level or standard of safety and health in all the workplaces to which its regulations apply, rather than the uniform enforcement of rigid yes or no type regulations. Contrary to common belief, such a policy seldom results in the same standard of safety and health in all workplaces because it fails to take into account the many differences between workplaces.

Where safety regulations are administered in every instance in strict compliance with the letter of the law, only those regulations that are known to be capable in every situation of adequately controlling the hazard without creating a hardship that would make the conduct of the work impossible or grossly inefficient can be properly prescribed. Under such circumstances, only the most severe hazards can be covered by regulations and the majority of hazards must be ignored or be covered by innocuous regulations that have no basis in practical principles and which are largely unenforceable.

The term "reasonably practicable," as it is used in the occupational safety and health regulations issued or to be issued under Part IV of the Canada Labour Code, refers to the relationship between the severity of an employment hazard and the difficulty of controlling it and implies a sensible balance between these two factors.

Unless it is otherwise stated in a regulation it is understood that full compliance is required. The use of the term "reasonably practicable" modifies the extent of compliance and recognizes that the severity of a hazard and the difficulty of controlling it may vary widely with the circumstances. **A safety measure that may provide a high standard of protection in one case may provide very little protection in another and the cost for the same standard of protection or hazard control may also vary considerably with the circumstances.**

"Reasonably practicable" imposes a less stringent standard of compliance than practicable, and means that if a precaution is practicable, it must be taken unless in relation to the whole circumstances it would be unreasonable. If a man's life is at stake it should not lightly be held that to take a practicable precaution is unreasonable, even though the difficulty of implementing the precaution is great. But where full compliance with a regulation would produce only a minor improvement in the degree of hazard control over that achieved by partial compliance and the cost of achieving the additional improvement is extremely high, it would not be reasonable to insist on full compliance.

The severity of a hazard relates not only to the extent or seriousness of the injury it may produce, but also to such variable factors as the probability of an injury being incurred and to the length of exposure to danger. Unless these variables are well known and capable of being precisely defined for all situations, it is not pos-



sible to prescribe a simple and precise regulation. **But it is generally feasible to indicate the general intent of the regulation and assign some discretionary power to the regulator to provide for the flexibility that is needed to cover most of the variables.**

It is considered essential to effective regulation that a reasonable balance be attained between the standard of protection or hazard control and the difficulty of achieving it. If a very high standard of protection can be easily achieved, it is reasonable to insist on such a standard. If the hazard is severe, a very high standard must be prescribed even if it is difficult to achieve.

The difficulty of complying with safety regulations will vary widely from one enterprise to another and from one location to another. It is usually easier to provide the prescribed level of protection at the design stage than it is afterward and there may even be cases where the difficulty of complying with a particular regulation after construction cannot be justified by the level of hazard control that compliance would ensure. This is not to suggest that the hazard should be ignored because it is more difficult to control in one case than in another, but rather that alternate solutions should be permitted. It is not practical to cite all of the variable factors nor the degree of hazard that will be acceptable in each case. It is for this reason that it is desirable to incorporate a good measure of administrative flexibility in regulations.

A superior level of hazard control can be obtained at a very modest cost and with no interference to production, it would be irresponsible to allow a lesser standard of control even though the hazard may be moderate. But, if the cost of providing a superior level of hazard control is very high, a lower level of hazard control should be considered unless the hazard is unusually high. It may be, in a particular case, that a small decrease in hazard control will be accompanied by a substantial decrease in the difficulty of compliance because generally speaking the possibility of occurrence of very great hazards and a small decrease in hazard control may be accompanied by a substantial decrease in compliance difficulty. Expressed in another way, the degree of difficulty generally tends to increase much faster than the degree of perfection as one approaches perfection.

Thus, the difficulty of compliance is an important factor to consider in the administration of regulations, to ignore it can cause unnecessary hardship without achieving a significantly better level of hazard control. This in turn will discredit the regulations as well as the regulatory agency that administers them. The balance between the severity of the hazard and the difficulty of controlling it is not easily defined, but it can be understood by competent safety officers who conscientiously seek to achieve such a balance. The results in terms of improved relations between the regulator and the regulated and the consequent general improvement in hazard control is well worth the effort.

The administration of safety regulations, and particularly their interpretation and enforcement, is more important than the regulations themselves, and yet it is often assumed that once the regulations have been issued, the major regulatory chore is complete. Safety regulations should be regarded as the guideposts or a framework for the development of a sound accident-prevention or hazard-control program, not as an end in themselves. It is possible to achieve, through competent administrators, a very high level of safety with a modest regulatory base, but success will be rarely achieved even with excellent regulations if they are incompetently administered.

The primary responsibility of a safety officer, whether he is employed as a representative of an employer or as a representative of a regulatory body, is the safety and health of employees. To achieve this objective the safety officer must have an appreciation of the total interests of the employees, for absolute employment safety is, in most cases, an ideal rather than a practical goal. Where the hazard is very high and cannot be adequately controlled, extreme precautions may be necessary. The safety officer must aim, however, for a reasonable balance between the employee's safety interests and his other work interests.

The best way, for employee and employer alike, is generally the safe way. But unfortunately this is not always self-evident and although regulations have the force of law, they will be relatively ineffective if the law must be invoked in every instance to obtain compliance. A large degree of voluntary compliance is essential to the success of most regulatory programs.

By developing regulations that are based on well-proven accident prevention principles, are easily adaptable to a wide variety of conditions, take into account the difficulty of compliance and are intelligently administered so as to achieve a reasonable balance between the various interests and factors involved, the regulator will greatly assist in establishing the co-operative climate in which the employer, employee and regulator can work toward their common goal of an accident-free workplace.

Federations of labour conventions

Nova Scotia

Special legislation passed by the Government of Nova Scotia in July to curtail strikes at major projects by construction trades unions was one of the hottest topics at the annual convention of the Nova Scotia Federation of Labour. The convention was held in Halifax in September. The delegates went as far as passing a motion to censure the federation's executive for not fighting harder to prevent passage of the legislation.

In other areas, the Federation asked the federal Government to assert control over fisheries to the edge of the continental shelf in order to protect the livelihood of fishermen. The convention passed resolutions also endorsing the organization of workers at the Michelin Tire Corp. plant and castigating Scott Pulp and Paper for closing a mill at Sheet Harbour, N.S. In a speech to the delegates, Premier Gerald Regan said that the pulp mill and a recently closed fish plant in Canso will be reopened as soon as possible.

John Lynk was re-elected to an eighth one-year term as President of the Federation. Lynk is currently an international representative for the International Retail, Wholesale and Department Store Union. James Bell, Halifax was elected to a sixth term as Secretary Treasurer. Three new regional vice-presidents were also selected by the convention. They are: Paula MacCormick, Cumberland-Colchester; Charles Moulton, Halifax; and Lawrence Wilneff, South Shore. Returned as vice-presidents were: Thomas Mombourquette, Cape Breton; Don Murphy, Pictou County; and Harold Burden, Annapolis Valley.

Nova Scotia's Labour Minister Leonard Pace told the convention that he would soon be introducing a new Trade Union Act and a new Labour Standards Act in the legislature. And both labour and management will have a chance to look at the changes before they are introduced in the legislature.

Pace voiced his regret that there are some people in management in the province who "appear unwilling to communicate with labour." Even the most progressive legislation will not solve all of the problems, he said, "if

management continues to take a narrow view of what they can discuss with employee representatives. Unless management is prepared to sit down and talk about such fundamental matters as working conditions, safety precautions, and employee facilities, among other things, we will continue to have discord and heartaches." He suggested that management discuss also with labour such topics as productivity, employee input, product development and other "creative endeavours."

Pace defended recent amendments to the Trade Union Act, saying that many problems between labour and management, especially in the construction industry, had been alleviated. "An excellent example of this is portrayed in the fact that, since last December, the number of illegal work stoppages and man-days lost due to wildcat strikes were drastically diminished."

Saskatchewan

A firm stand against wage controls in Saskatchewan and support for nationalization of major natural resource industries, inter-provincial pipelines and utility companies were among the many decisions taken at the 16th annual convention of the Saskatchewan Federation of Labour. The 1971 convention was held in North Battleford, Sask. in October.

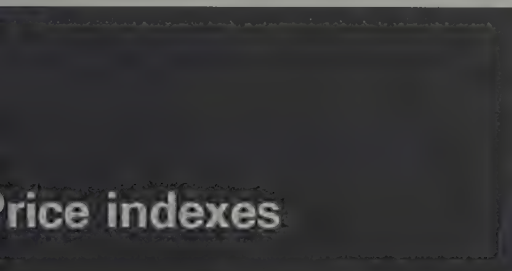
Ross Hale, a Saskatoon representative of the Canadian Union of Public Employees was unanimously re-elected to the presidency of the 30,000-member Federation. Elected also to a second term were George Semeniuk, Saskatoon as one of three vice-presidents and Louis Steil, North Battleford as recording secretary. Garry Edwards, Regina was chosen as treasurer. New vice-presidents are Ron Duncan and John MacLeod, both of Regina.

Saskatchewan will enjoy better labour relations and regain its reputation as a leader in the field of labour and social legislation, according to a report submitted to the convention. The first step has already been taken with the removal of Bill 2 (Essential Services Emergency Act) and other reforms, the report stated. "The new situation presented an opportunity to sweep aside the wreckage of labour relations which is the fruit of the misguided policy and actions of the previous Government, and to build for the benefit of all Saskatchewan citizens."

The report continues: "We trust that the leadership once displayed in labour and social laws in this province will be reasserted by the New Democratic administration." The report, signed by President Ross Hale and

the executive of the federation warns that the federation must remain vigilant to ensure the maintenance of rights and true collective bargaining. In this respect we could resolve to continue and, if possible, substantially expand our programs which reach into communities, involve us with people and, among other things, permit us to explain our aspirations and needs," the report notes.

Other resolutions asked for: sanctions against employers who act against efforts to organize; easier union recognition; protection against automation; a ban on injunctions and strikebreakers; improved public health programs; 10 paid public holidays a year; non-profit day-care centres; withdrawal of support by the Canadian Labour Congress for United Appeal campaigns; elimination of all forms of pollution; a revised system of municipal taxation; a protest against proposed federal legislation that would ban secondary picketing in a labour dispute; improved unemployment insurance; political freedom to all residents of Saskatchewan, including civil servants and employees of Crown corporations; compulsory motor vehicle safety checks; prohibition of age limit in job advertising; and more government involvement in public transportation. The convention condemned also the "heartless and inept Trudeau policies" regarding unemployment.



Price index guide

Every month Statistics Canada issues the consumer price index. What does it mean to you? The October issue of the Royal Bank's Monthly Letter shows how an individual can use the index to find out his real income and actual purchasing power. The figure is an index of the cost of essential needs with the base year 1961 equaling 100. Divide your annual income (after deducting income taxes) by the consumer price index and multiply by 100. If, for example, your income after taxes is \$4,860; divide by the current consumer price index, say 130, and multiply by 100, which gives you \$3,738. That is your true buying power. Thus, you have \$1,122 less buying power than if prices were stabilized at the 1961 figure. It is also true that if prices were as

they were in 1961 your dollar income might be less, but that does not affect the reality of your present purchasing power.

Consumer, September

The consumer price index (1961 = 100) declined 0.2 per cent to 134.7 in September from 135.0 in August, and was 3.5 per cent higher than in September 1970. The September decline was entirely due to a decrease of 1.6 per cent in the food index. All other major components registered increases except tobacco and alcohol which was unchanged. The clothing index rose 0.6 per cent, transportation 0.2 per cent, health and personal care 0.1 per cent, and recreation and reading 0.1 per cent.

The food index decreased 1.6 per cent to 133.7 from 135.9 but was 2.8 per cent higher than in September a year ago. In September the component for food consumed at home declined 1.9 per cent and restaurant meal prices increased 0.1 per cent.

A decrease of 14.9 per cent in the price of vegetables, and 8.0 per cent in the price of fruits, accounted for the decline in the index of food for home consumption. Most fresh vegetables and fruits reported lower prices with the largest decreases recorded for tomatoes, carrots, potatoes, celery, corn, cabbages, grapes, peaches, apples and bananas. Bakery product prices declined mainly because of a 0.8 per cent lower price level for bread which was a special in some cities. Reduced prices were also registered for ground coffee 5.1 per cent; corn flakes 1.5 per cent; salad dressing 1.3 per cent; jam 1.2 per cent; peanut butter 1.0 per cent; sugar 0.3 per cent and margarine 0.3 per cent. Butter prices increased 3.9 per cent to a level 5.4 per cent lower than a year ago. The price level of other dairy products advanced 1.3 per cent and fresh milk rose 1.1 per cent with increases recorded in Ontario, Alberta and Saskatchewan. Price increases were registered for cheddar and processed cheese and for powdered skim milk. Egg prices advanced 9.8 per cent but were still 5.1 per cent lower than in September 1970. The meat, fish and poultry index rose 0.3 per cent mainly as a result of a 3.1 per cent increase in pork prices. Beef prices declined 0.9 per cent to a level 3.7 per cent above that of a year ago. Chicken prices were 0.6 per cent higher than in September 1970.

The housing index advanced 0.1 per cent to 137.7 from 137.5 and was 4.5 per cent higher than a year earlier. Increases of 0.1 per cent and 0.2 per cent respectively were recorded for the shelter and household operation component. In the shelter component, the rent and home-

ownership indexes advanced 0.1 per cent. The home-ownership rise reflected increases in dwelling insurance 2.3 per cent; new house prices 0.6 per cent; and homeowner repair charges 0.3 per cent. Partially offsetting these increases were decreases in property taxes in some cities. Among household operation items, fuel oil prices rose 0.5 per cent with increases recorded in Hull, Ottawa, Kingston, Sudbury, Sault Ste. Marie and Thunder Bay. An increase of 0.1 per cent in the electricity index was attributable to increased rates in Sault Ste. Marie.

Furniture prices advanced 0.6 per cent as higher prices for bedroom suites 2.3 per cent; kitchen sets 1.1 per cent; and dinette sets 0.9 per cent outweighed reduced prices for living room suites 0.9 per cent and mattresses 1.7 per cent. The appliance index rose 0.3 per cent with increased prices for automatic washing machines 1.3 per cent, electric stoves 1.2 per cent and refrigerators 0.7 per cent, partially offset by 1.0 per cent lower sewing machine prices. Increased prices for carpets and linoleum advanced the floor covering index 0.6 per cent; reductions for sheets reduced the household textiles index 0.8 per cent. Among other housing items, higher rates for household effects insurance advanced this index 2.1 per cent.

The clothing index increased 0.6 per cent to 129.6 from 128.8 and was 2.0 per cent higher than in September 1970. The level of men's wear prices advanced 1.1 per cent because of higher prices for most items including suits, slacks, dress socks and hats. There was an increase of 0.8 per cent in the women's wear index with higher prices for rayon dresses, undergarments and sweaters. The price level of children's wear rose 0.4 per cent and that for piece goods 0.6 per cent. Higher prices for men's and women's street shoes resulted in a 0.2 per cent rise in the footwear index and the clothing services index advanced 0.1 per cent as increased charges for shoe repairs and laundry outweighed reductions in the average price of dry cleaning.

The transportation index rose 0.2 per cent to 131.0 from 130.7 and was 4.5 per cent higher than in September 1970. The local transit element increased 0.7 per cent as higher fares were registered in Québec City, Trois-Rivières, Regina and Calgary. The automobile operation component increased 0.1 per cent as the price of gasoline remained unchanged but higher charges were recorded for a number of mechanical and body repair items, as well as for replacement parts such as tires and batteries. Train fares declined seasonally.

The health and personal care index increased 0.1 per cent to 142.6 from 142.5 as a result of a 0.4 per cent increase in personal care prices. Higher prices were recorded for toothpaste 1.2 per cent; toilet soap 0.6 per cent and razor blades 0.4 per cent. Between September 1970 and September 1971 the health and personal care index increased 1.8 per cent.

The recreation and reading index advanced 0.1 per cent to 136.0 from 135.8 and was 2.3 per cent above the September 1970 level. The reading component advanced 1.9 per cent because of some higher magazine subscription rates and a small increase in the level of newspaper prices. The recreation index declined 0.5 per cent as a result of lower prices for radio and television sets. There were increases in television repair charges, phonograph record prices and admissions to football games in Hamilton. The tobacco and alcohol index remained unchanged from its August level of 129.6 and was 2.5 per cent higher than a year ago.

Classified by goods and services, **the total commodities index registered a decline of 0.5 per cent mainly attributable to lower food prices.** Non-durable commodities, excluding food, advanced in price 0.4 per cent reflecting increases for clothing, footwear, personal care supplies and fuel oil. The price level for durable commodities declined 0.1 per cent as lower prices for television and radio sets outweighed price advances for some automotive parts, appliances and furniture. A rise of 0.2 per cent in the services index resulted from higher prices for automobile and television repairs, dwelling and household effects insurance as well as some advances in local bus fares and admissions to sporting events.

City consumer, September

Consumer price indexes, between August and September, rose in seven regional cities and city combinations, declined in four and were unchanged in Saint John, N.B. Movements ranged from an increase of 0.6 per cent in Thunder Bay to a decrease of 0.5 per cent in Montreal. The movements in food prices generally accounted for the major portion of the movement in the all-items indexes. Price declines of over 2 per cent for food were recorded for Montreal and Quebec City. Seasonally lower prices were recorded for a number of fresh vegetables and fruits, and lower prices for beef were noted in many cities. The prices of pork, eggs and dairy products were generally higher. Clothing indexes advanced in most cities as sale prices in the preceding month were discontinued and higher prices re-introduced on some items. Clothing service charges were higher in some cities. Transportation indexes registered little or no change in

majority of cities, although bus fares in Quebec City, Regina and Calgary, were higher. Housing indexes registered increases ranging from 0.1 per cent to 1.7 per cent, except in Toronto and Quebec City where they were unchanged. Mixed movements were recorded in health and personal care and recreation and reading indexes. Tobacco and alcohol indexes were unchanged. Regional consumer price index point changes between August and September were: Saskatoon-Regina +0.6 to 124.6; Vancouver +0.5 to 128.1; Halifax +0.3 to 127.6; Winnipeg +0.3 to 129.7; Edmonton-Calgary +0.3 to 129.1; Toronto +0.1 to 130.7; Saint John unchanged; St. John's -0.3 to 124.7; Ottawa -0.3 to 127.1; Montreal -0.6 to 127.2.

Wholesale, September

The general wholesale index (1935-39=100) declined 2.5 per cent in September to 291.6 from the August index of 292.0. It was 2.5 per cent higher than the September 1970 index of 284.4. Four of the eight major group indexes were lower, and four advanced.

The vegetable products group index dropped 1.4 per cent to 232.8 from 236.0 on price decreases for potatoes, sugar and its products, grains, livestock and poultry feeds, and vegetable oils. A decline of 0.9 per cent to 259.9 from 262.2 in the non-ferrous metal products group index was mainly because of lower prices for silver and export sales of refined copper. The chemical products group index declined 0.5 per cent to 238.8 from 240.0 as lower prices for fertilizer materials outweighed price increases for soaps and detergents and organic chemicals. A decline of 0.4 per cent to 403.7 from 405.3 in the wood products group index reflected price decreases for cedar, pine, spruce and building board. The animal products group index advanced 0.8 per cent to 330.4 from 327.9 mainly on higher prices for milk and its products, cured meats and eggs. The textile products group index rose 0.6 per cent to 263.9 from 262.3 in response to price increases for cotton fabrics and raw cotton. Increases of 0.2 per cent or less occurred in two major group indexes—non-metallic mineral products to 227.1 from 226.7, and iron products to 318.4 from 318.2.

General topics

Employment review

The seasonally adjusted unemployment rate rose sharply to 7.1 in September from 6.5 in August. The increase in the adjusted unemployment rate occurred among the 15-24 year-olds and those 25 years and over, but was more pronounced in the latter group. The unadjusted rate, representing the actual unemployment as a per cent of the labour force, was 5.0 compared with 5.1. The total number of unemployed persons declined by 21,000 to 434,000. There was an about-average decline in the number of employed persons, 329,000 to 8,188,000, and the total labour force decreased 350,000 to 8,622,000.

Compared with a year ago, the labour force increased 238,000 (2.8 per cent) and employment by 202,000 (2.5 per cent). The number of unemployed persons increased by 36,000.

Employment

There was an overall reduction in total employment of 329,000, a decline in the employment of 14-24 year-olds, 438,000, and an advance of 104,000 among women 25 years and over. There was little change in employment among men 25 years and over.

Among industries, a larger-than-average decline in employment occurred in manufacturing 74,000, trade 68,000, and public administration 54,000. There were normal declines in agriculture 58,000 and construction

30,000. In other industries, changes were small. Regionally, a larger-than-usual decline occurred in Québec, 113,000. The decline in Ontario of 107,000 was less than average. There were reductions in the Atlantic Region, 31,000, the Prairie Region, 54,000, and British Columbia, 24,000.

Seasonally adjusted employment

The seasonally adjusted employment level at 8,099,000, was virtually unchanged from the 8,104,000 in August. The largest change, regionally, was an increase of 34,000 in Ontario. Québec recorded a decline of 27,000. Other regions showed little change.

Unemployment

There was a decline in unemployment of 21,000 between August and September. Unemployment of those aged 14 to 24 decreased by 32,000 as students left the labour market. For the group 25 years and over, there was an increase of 11,000. This was about equally divided between men and women. Regional changes in levels of unemployment were slight. The overall unemployment level was 36,000 higher than a year earlier. The 14-24 age group accounted for 20,000 of the increase.

Seasonally adjusted unemployment rate

After ranging between 6.3 to 6.5 per cent during the previous four months, the seasonally adjusted rate of unemployment rose to 7.1 in September. There were very large increases in the rates for both men and women 25 years and over; the male unemployment rate for that age group rose to 6.0 per cent from 5.2 per cent and the female rate to 3.4 per cent from 2.6 per cent. The adjusted unemployment rate for those persons under the age of 25 increased from 11.8 to 12.2 per cent.

Unemployment insurance fund

During September 1971, 16,807 investigations were finalized across Canada. Of these 9,055 were on-premises investigations and 1,561 were selective investigations to verify the fulfilment of statutory conditions. The remaining 911 formal investigations and 5,280 post audit investigations were in connection with claimants suspected of making false statements to obtain benefits.

Punitive disqualifications as a result of claimants making false statements or misrepresentations numbered 2,025.

Prosecutions were commenced in 69 cases, all against claimants. This does not include employer prosecutions commenced by the Revenue Branch.

Revenue received by the Unemployment Insurance Fund in September totalled \$56,742,282.08 compared with \$61,261,413.66 in August and \$53,738,246.01 in September 1970. Benefits paid in September totalled \$48,869,955.75 (including \$20,648,459.00 under the new Act) compared with \$46,094,219.65 in August and \$37,737,070.17 in September 1970. The balance in the Fund at the end of September was \$281,787,495.30 compared with \$273,915,168.97 in August and \$454,407,460.38 in September a year ago.

January credits

Measuring the quality of life, p. 14, was prepared by the International Labour Affairs Branch of the Canada Department of Labour.

Regulations alone don't prevent accidents, p. 25, was prepared by W. A. Martin of the Accident Prevention and Compensation Branch of the Canada Department of Labour.

Work and Mental Stress, p. 18, was taken from the ILO Panorama, first quarter, 1971.

Certification before the CLRB, p. 40, is prepared by the Employee Representation Branch of the Department of Labour, and covers proceedings under the Canada Labour Code, Part V involving the functions of the Canada Labour Relations Board, for which the Employee Representation Branch of the Department is the administrative agency.

Conciliation before the Minister of Labour, p. 42, originates with the Conciliation and Arbitration Branch of the Department of Labour, and covers proceedings under the Canada Labour Code, Part V involving the administrative services of the Minister of Labour and the Conciliation and Arbitration Branch of the Department.

Photos. NFB: Cover, p. 14, 15, 16, 17, 20, 23, 26. Hayes Advertising, Waterloo, Ont.: p. 3. Newton: p. 4. Public Archives of Canada: p. 11. CN Photo: P. 21, 45.

Provisions in collective agreements covering office employees in Canadian manufacturing industries

Part 1

The following is extracted from a study of 170 collective agreements covering 21,524 office employees in the manufacturing sector across Canada. These agreements were filed with the Economics and Research Branch of the Canada Department of Labour on May 31, 1970 and cover firms employing 10 or more office workers. The agreements mainly applied to office employees only but, in some instances where both office and non-office employees were included in the agreement, those provisions not affecting office employees were excluded from the analysis. The term office employees includes clerical, typing and stenographic occupations, bookkeepers, office machine operators, cashiers, general office workers and, in a few cases, draughtsmen, journalists and editorial staff of newspaper publishers.

In 1965, the Collective Bargaining Division of the Branch carried out a similar study based on an analysis of 178 office employee agreements (19,660 employees) entitled, "Provisions in Collective Agreements Covering Office Employees in Canadian Manufacturing Industries" (LG, 1968, p. 27). The collective agreements analysed were those in effect as of Dec. 31, 1964. In the new study, the previous study will be referred to as the "1965 study." The complete study plus illustrative clauses contains an analysis of 78 provisions. The 1965 study analysed 60 provisions. Fifteen of the provisions analysed in 1965 were dropped and 33 new ones added. The results of several provisions analysed in both studies, have been compared. The complete study will soon be available from the Economics and Research Branch, Canada Department of Labour.

The study was conducted by Lachman Advani, assisted by Brian McLaughlin of the Branch, under the supervision of Dan Rosenbloom, Chief, Collective Bargaining Division. In a few cases where the language used in the agreements left some doubt about meaning, the provisions were classified subject to the proviso that they may be open to other interpretations.

Membership

Union membership provisions were found in 123 agreements covering 11,523 employees. This is roughly 72 per cent of the agreements and 54 per cent of the employees and represents a significant increase over the 1965 survey which showed that 58 per cent of the agreements (47 per cent of employees) had membership provisions.

Under membership clauses, the degrees of union security vary from simple recognition of the union to the union shop. There was no instance of closed shop form of union security found in office employee agreements included in the present survey. In the case of union shop, all employees who are not members of the union as well as all new employees must join the union. Sometimes there is a prescribed number of days, usually 30, when the employee must join the union. In the present study, 25 per cent of the agreements (21 per cent of the employees) had union shop provisions. In the 1965 study, only 16 per cent of the agreements (7 per cent of the employees) had union shop provision.

A modified union shop is a variant of the union shop. Only new employees are compelled to join the union with or without any reference in the agreement of maintenance of membership for other employees. Thirty-five per cent of the agreements (24 per cent of the employees) fell into this category.

Maintenance of membership

Maintenance of membership is a weaker type of union security than union or modified union shop. Under this form, no worker is required to join the union. Those who are already union members and those who voluntarily join the union are, however, obliged to remain union members throughout the life of the contract as a condition of employment. Only 12 per cent of the agree-

ments (9 per cent of the employees) contained provision for this type of union security.

Check-off

While the union security clauses concerning membership in the unions occurred in less than three quarters of the agreements, in spite of considerable increases over the last five years, **the prevalence of the check-off of union dues—obliging the employer to deduct from the employee's pay cheque the amount of union dues—is more widespread.** In the 1965 study, check-off provisions were found in 90 per cent of the agreements (covering 95 per cent of the employees). In the present survey, the prevalence of the check-off clause has gone up to 94 per cent of the agreements covering roughly 97 per cent of the employees. Of these, 29 per cent of the agreements (41 per cent of the employees) fell in the category commonly known as Rand Formula which requires that all employees within the bargaining unit, union members and non-member employees alike, pay the equivalent of union dues as a condition of retaining employment.

The remaining types of check-off of the union dues were either voluntary or compulsory depending on the type of union security arrangements agreed upon by the parties.

Seniority

In collective agreements, the clauses concerning seniority are intended to give employees a certain measure of security based on length of continuous service with the company. A sound seniority system, particularly in matters of promotion, layoff and recall is considered essential in protecting workers from arbitrary treatment by management. The bulk of the agreements in this, as well as earlier surveys, contain clauses establishing rules to be followed when it becomes necessary to promote or lay off employees. Several agreements also cover cases of displacement or bumping, special seniority provisions for union officials, retention of seniority during layoff and a variety of related provisions.

Seniority on promotion

The results of the survey indicated that **91 per cent of the agreements covering the same percentage of employees had a provision for seniority on promotion.** The length of service alone, however, was not the determining factor in promotions. There were no instances of this clause which specifically stipulated straight seniority as the sole criteria for occupational advancement. In all cases, the term seniority included factors such as ability, skill, knowledge and physical fitness in addition to length of service.

Seniority on layoff

Virtually all agreements—99 per cent of the agreements and same percentage of the employees—had a provision regarding seniority on layoff. Like seniority on promotion, the majority of the agreements—85 per cent of the agreements covering 82 per cent of the employees—provided that seniority on layoff will be taken into consideration together with other factors. Fourteen per cent of the agreements (covering 17 per cent of the employees), however, provided for layoff based only on straight seniority.

Recall procedure

The agreements containing layoff clauses usually establish the recall procedure. Ninety-one per cent of the agreements covering 92 per cent of the employees had recall clauses. As in the case of seniority of promotion and layoff, the recall procedure in 78 per cent of the agreements (75 per cent of the employees) was based on seniority and qualifications.

The remaining agreements, 13 per cent of the agreements covering 17 per cent of the employees had a simple procedure of recall, namely that employees would be recalled in the inverse order of layoff, the last employee laid off being the first to be rehired.

Bumping

There were relatively fewer agreements providing for bumping procedure. Essentially, a bumping clause forestalls the layoff of a senior employee by displacing an employee with lower seniority, if the senior employee is qualified. In other words, the bumping clause provides the job security to those with greater length of service. But here again it is not always the principle of straight seniority that prevails. Very often, seniority with ability to perform the job is the necessary requisite to displace a junior employee. In this survey, 39 per cent of the agreements covering roughly half the total number of employees had a bumping provision.

Seniority during layoff

There has been an increase in the number of agreements with clauses providing for retention of seniority during term of layoff. **In the present study, this provision was found in 85 per cent of the contracts (94 per cent of the employees) as compared to 75 per cent of the contracts covering almost the same percentage of employees in 1965.** The most common specified the retention of seniority graduated according to the employee's length of service. Thirty-four per cent of the agreements, cov-

ing 53 per cent of the employees, fell into this category; followed by 28 per cent of the agreements (14 per cent of the employees) specifying retention for less than 12 months. Eighteen per cent of the agreements covering 21 per cent of the employees had a provision for retention for more than 12 months.

Priority for union officials

This clause determines the prevalence of preferred seniority status accorded to union officials, usually union stewards and members of grievance committee, in the event of reduction of the workforce. Almost one-third of the agreements covering 41 per cent of the employees had such provision.

Notice of layoff

This field is designed to measure the number of weeks notice given to employees prior to layoff. In the current study, 68 per cent of the agreements (covering 86 per cent of the employees) provided for notice of layoff. In the 1965 study, 60 per cent of the agreements (62 per cent of the employees) had a similar provision.

Twenty-five per cent of the agreements covering about 25 per cent of the employees specified a period of one week or less and same proportion of agreements but covering only 20 per cent of the employees specified a period of two weeks. Only one out of every ten agreements stipulated 4 or more weeks notice prior to layoff.

Job posting

Three out of every 4 agreements in this survey contained a provision that obliged management to post notices of job vacancies enabling employees to bid for promotion or transfer. Since 1965, the proportion of the agreements without a job posting clause has declined from 38 to 25 per cent and the number of employees covered from 32 to 23 per cent.

Severance pay and S.U.B.

Severance or dismissal pay is a monetary allowance paid to the employees who lose their employment usually with no chance of recall. In most cases, circumstances under which employment is terminated are beyond the control of the worker. Severance plans normally establish conditions for eligibility, minimum length of service, exemptions, amounts per unit of service and the method of payment. Under most plans payments are graduated according to length of service.

S.U.B. plans provide for regular weekly payments, supplementing unemployment insurance benefits to laid-off workers. In the present survey, severance pay plans were negotiated in 34 per cent of the agreements covering 46 per cent of the employees. An additional 4 per cent of the agreements covering approximately the same percentage of workers, granted severance payments as part of the company's S.U.B. plans. S.U.B. plans without severance pay constituted 6 per cent of all agreements covering 16 per cent of the employees. Since 1965, the percentage of severance pay plans rose from 21 to 34, workers involved rose from 44 to 46 per cent. The percentage of S.U.B. plans with or without severance pay has, however, not risen since 1965 as shown in the following table.

Provision	1970		1965	
	Agreements	Employees	Agreements	Employees
No provision	56	33	69	38
Severance pay plans	34	46	21	44
S.U.B. plans, with or without severance pay	10	20	10	18

Grievance and arbitration

All agreements in this survey had a provision outlining a procedure to be followed in handling grievances arising during the course of agreement. All provinces, with the exception of Saskatchewan, have statutes requiring that all collective agreements contain provisions for the final settlement of disputes arising out of the interpretation or application of the contract. The province of Saskatchewan requires only that if such a provision is present in a contract that it must be implemented in the case of a dispute. Every contract had also a provision for third-party arbitration as the final step to decide controversies which has not been resolved through the normal grievance procedure. Invariably, wording of the scope of arbitration clause indicated that the arbitrator's jurisdiction was limited to deciding the matter at issue within the existing provision of the agreement and in no event shall he (or the board) have the power to alter, amend, add to or subtract from the agreement in any respect. This does not refer to the process of negotiation under a reopener clause which could go to arbitration but may result in strike action.

Initial presentation of grievance

The results of the survey reveal that the majority of the contracts (59 per cent of the agreements covering 62 per cent of the workers) allowed the agrieved employee to present the grievance alone or with a union steward. In some agreements, the employee had no such choice and presence of both employee and union steward was required.

Thirty-seven per cent of the agreements, covering roughly the same proportion of employees, permitted union representatives to handle initial presentation. In these cases, the employee's participation was not called for. Twenty-one per cent of the agreements involving an equal percentage of workers allowed the grievance committee to initiate the grievance process on behalf of the employee. The number of agreements allowing an employee to start the grievance machinery without any mention of union representation was negligible. Only 4 per cent of the agreements, covering one per cent of the employees had such a provision.

Grievance procedure in dismissal cases

Roughly 6 out of every 10 agreements (61 per cent of the agreements but covering 68 per cent of the employees) had a specific clause for grievance procedure in dismissal cases. In 1965, this type of provision was found in less than half of the agreements (45 per cent of the employees) surveyed. The special procedure usually consists of by-passing some steps or providing special time limits with a view to expediting the disposal of grievance or bringing it closer to the arbitration process without delay.

Compensation for grievance work

Little over half of the contracts (68 per cent of the employees) had a clause allowing some form of compensation for handling of grievances during regular working hours. In the 1965 study, only 39 per cent of the agreements (57 per cent of the employees) had such clauses.

Part II of Provisions in Collective Agreements covering office employees in Canadian manufacturing industries will be published in the February issue of The Labour Gazette. This part will cover such provisions as wage guarantees, paid holidays, paid vacations, and other miscellaneous provisions.

Summary by Provinces

Province	Agreements		Employees Covered	
	No.	%	No.	%
Newfoundland	3	2	234	1
New Brunswick	1	1	211	
Nova Scotia	1	1	150	
Québec	35	21	3,700	17
Ontario	67	39	8,755	41
Saskatchewan	3	2	266	1
British Columbia	4	2	814	4
More than one province	56	33	7,394	34
Total	170		21,524	

Summary by Industrial Distribution

Industry	Agreements		Employees Covered	
	No.	%	No.	%
Foods and beverages	18		706	
Textiles and clothing	5		264	
Primary metals	11		1,682	
Metal fabricating	13		484	
Transportation equipment	19		3,532	
Printing and publishing	22		3,366	
Paper products	32		2,204	
Machinery	13		1,228	
Electrical products	22		7,440	
Non-Metallic mineral products	3		103	
Rubber products	3		124	
Others	9		391	
Total	170		21,524	

Term of Agreement

Provision	Agreements		Employees Covered	
	No.	%	No.	%
Under 15 months	6	4	217	1
15-20 months	2	1	50	
21-26 months	86	51	8,062	37
27-32 months	17	10	4,696	22
33 and more	59	34	8,499	39
Total	170		21,524	

Union Security

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision regarding union membership as a condition of employment.....	47	28	10,003	46
Union shop.....	43	25	4,442	21
Modified union shop.....	59	35	5,179	24
Maintenance of membership for present and future employees.....	21	12	1,900	9
Total	170		21,524	

Check-off

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	10	6	748	3
Provision for check-off (Other than Rand Formula).....	111	65	12,054	56
Compulsory check-off for all employees (Rand Formula).....	49	29	8,722	41
Total	170		21,524	

Seniority on Promotion

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	16	9	1,926	9
Straight seniority.....	154	91	19,598	91
Total	170		21,524	

Seniority on Layoff

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	3	1	270	1
Straight seniority.....	23	14	3,716	17
Other.....	144	85	17,538	82
Total	170		21,524	

Recall Procedure

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	15	9	1,613	8
In the inverse order of layoff.....	22	13	3,730	17
Other.....	133	78	16,181	75
Total	170		21,524	

Bumping Rights

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	103	61	10,683	50
Provision exists.....	67	39	10,841	50
Total	170		21,524	

Retention of Seniority During Layoff

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	25	15	1,357	6
12 months or less.....	48	28	2,940	14
More than 12 months.....	30	18	4,595	21
Graduated according to length of service.....	58	34	11,342	53
Other (length not specified or indefinite).....	9	5	1,290	6
Total.....	170		21,524	

Seniority for Union Officials

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	115	68	12,774	59
Special seniority provision.....	55	32	8,750	41
Total.....	170		21,524	

Notice of Layoff

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	54	32	3,095	14
1 week or less.....	42	25	7,593	35
2 weeks.....	42	25	4,345	20
3 weeks.....	2	1	61	—
4 weeks or more.....	17	10	1,194	6
Graduated.....	1	1	41	—
Other.....	12	7	5,195	24
Total.....	170		21,524	

Posting of Job Vacancies

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	43	25	4,955	23
Provision exists.....	127	75	16,569	77
Total.....	170		21,524	

Distribution of Work

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	162	95	20,892	97
Provision with respect to change in hours of work or job during slack periods.....	8	5	632	3
Total.....	170		21,524	

Severance Pay and S.U.B.

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	95	56	7,086	33
Severance pay—benefits specified in agreement (No S.U.B.).....	58	34	9,995	46
S.U.B. with severance pay.....	6	4	948	4
S.U.B. plans without severance pay.....	11	6	3,495	16
Total.....	170		21,524	

Grievance Procedure

Provision	Agreements		Employees Covered	
	No.	%	No.	%
Arbitration				
Arbitration presentation				
Employees.....	6	4	286	1
Union steward.....	12	7	1,518	7
Employee with or without union				
Steward.....	101	59	13,354	62
Union.....	16	9	1,765	8
Grievance committee.....	35	21	4,601	21
Total.....	170		21,524	

Grievance Procedure Dismissal Cases

Provision.....	67	39	6,832	32
Dismissal exists.....	103	61	14,692	60
Total.....	170		21,524	

Compensation for Grievance Work

Provision	Agreements		Employees Covered	
	No.	%	No.	%
Provision.....	84	49	6,988	32
Dismissal exists.....	86	51	14,536	68
Total.....	170		21,524	

Arbitration—No. of Arbitrators

Provision	Agreements		Employees Covered	
	No.	%	No.	%
Arbitrator.....	40	24	4,782	22
Panel of arbitrators.....	117	68	14,264	66
Other.....	13	8	2,478	12
Total.....	170		21,524	

Normal Work Week

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	2	1	113	1
5 days.....	167	98	21,401	99
6 days.....	1	1	10	—
Total.....	170		21,524	

Daily Hours

Provision	Agreements		Employees Covered	
	No.	%	No.	%
No provision.....	1	1	10	—
6 hours and 30 minutes.....	1	1	220	1
6 hours and 45 minutes.....	5	3	142	1
7 hours.....	41	24	4,040	19
7 hours and 15 minutes.....	23	14	1,307	6
7 hours and 30 minutes.....	69	41	10,700	50
7 hours and 45 minutes.....	6	4	769	4
8 hours.....	21	12	3,837	18
Other.....	4	2	499	2
Total.....	170		21,524	

Weekly Hours

Provision	Agreements		Employees Covered	
	No.	%	No.	%
Weekly hours not stated.....	1	1	10	—
32 hours and 30 minutes.....	1	1	220	1
33 hours and 45 minutes.....	5	3	142	1
35 hours.....	41	24	4,040	19
36 hours and 15 minutes.....	23	14	1,307	6
37 hours and 30 minutes.....	69	41	10,700	50
38 hours and 45 minutes.....	6	4	769	4
40 hours.....	21	12	3,837	18
Other.....	4	2	499	2
Total.....	170		21,524	

Certification

The Canada Labour Relations Board met for three days during October. It granted eight applications for certification, rejected three and permitted the withdrawal of two. During the month the Board received 15 applications for certification and one request for review of an earlier decision.

Applications for certification granted

Transportation-Communication Division of Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees, System Division No. 7, on behalf of a unit of clerical and telegraph employees employed in the Centralized Agency Service of the Northern Alberta Railways Company, Edmonton, Alta. (LG, Aug., p. 549).

Le Syndicat National des Employés de l'Aluminium de Baie Comeau, by way of amendment to an existing Order of Certification affecting a unit of longshoremen and dock workers employed by La Société Canadienne des Métaux Reynolds Limitée—Canadian Reynolds Metals Company Limited, Baie Comeau, Que. The Board found that only a change in the name of the employer, formerly the Canadian British Aluminium Company Limited, had occurred (LG, Oct., p. 691).

International Association of Machinists and Aerospace Workers on behalf of a unit of employees employed in Canada in the mechanical, purchasing and stores, commissary-catering and cabin service departments of Wardair Canada Ltd., Edmonton, Alta. (LG, Oct., p. 691).

Canadian Brotherhood of Railway, Transport and General Workers on behalf of a unit of licensed officers employed by the Canadian National Railway Company in its Sarnia-Port Huron car ferry service (LG, Nov., p. 746).

Canadian Brotherhood of Railway, Transport and General Workers on behalf of a unit of unlicensed employees employed by the Canadian National Railway Company in its Sarnia-Port Huron car ferry service (LG, Nov., p. 746).

Air Line Employees Association, International, on behalf of a unit of ramp, ticket and freight office employees of Hughes Air Corp. doing business as Air West, San Francisco, Calif., working at the Calgary International Airport (LG, Dec., p. 801).

General Drivers, Warehousemen and Helpers, Local Union 979, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of yard maintenance employees and city drivers employed by Imperial Roadways Limited, at its Winnipeg premises (LG, Dec., p. 801).

General Drivers Union Local No. 989, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of security guards employed by Atomic Energy of Canada Limited, Ottawa, Ont., at its Chalk River Nuclear Laboratories (LG, Dec., p. 801).

Applications for certification rejected

General Truck Drivers and Helpers Union, Local 31, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, applicant, and Doman-Marpole Transport Limited, Vancouver, B.C. respondent. The Board found that the road transport operations of the employer as now carried on are not a federal work or undertaking within the meaning of the Canada Labour Code, Part V (LG, Oct., p. 691).

United Brotherhood of Carpenters and Joiners of America, Local 1325, applicant, and Solar Construction Northern Limited, Edmonton, Alta., respondent. The Board found that one of the two employees comprising the proposed bargaining unit was a superintendent employed in a managerial capacity outside the scope of the Canada Labour Code and that the remaining employee

the unit did not constitute a group of employees appropriate for collective bargaining within the meaning of the Code (LG, Nov., p. 747).

Public Service Alliance of Canada, applicant, and Defence Construction (1951) Limited, Ottawa, Ont., respondent. The Board found that the employees in the proposed bargaining unit are no longer employees of Defence Construction (1951) Limited, having been transferred to the staff of the Department of National Defence. The Board's decision affects operations and maintenance employees working at D.N.D. sites at Penikese, Shilo, Camp Borden and Debert (LG, Dec., p.

Request for review under Section 163(2)

The Board received a request from Transport Drivers, Warehousemen and Helpers Union, Local 106, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, for the amendment of its Order of June 4, 1971 (LG, March, p. 193, Aug., p. 193) which certified the said Local 106 as bargaining agent of a unit of employees of Voyageur (1969) Inc., of Montreal, Que., comprising all drivers excluding recall drivers and drivers on the company's Abitibi region payroll. The union requested the Board to reconsider its decision of June 4, 1971, and revoke the exclusion of the Abitibi and Abitibi region drivers.

Applications for certification received

Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of Merchants' Speedy Delivery Ltd., Windsor, Ont. (application withdrawn in month, see below).

International Association of Machinists and Aerospace Workers on behalf of a unit of maintenance employees of Lufthansa German Airlines, Toronto, Ont., employed at Montreal International Airport, Dorval, Que. (Investigating Officer: K. Hulse).

International Association of Broadcast Employees and Technicians on behalf of a unit of employees of CKCH Radio Ltée, Hull, Que. (Investigating Officer: G. A. Lefebvre).

International Association of Machinists and Aerospace Workers on behalf of a unit of office and clerical employees of Crawley & McCracken Company Limited

employed in the performance of its catering contract with the Quebec North Shore & Labrador Railway, at Sept Isles, Que. (Investigating Officer: Miss M.-P. Bigras).

International Association of Machinists and Aerospace Workers on behalf of a unit of food preparation and handling employees of Crawley & McCracken Company Limited employed in the performance of its catering contract with the Quebec North Shore & Labrador Railway at Sept Isles, Que. (Investigating Officer: Miss M.-P. Bigras).

United Brotherhood of Carpenters and Joiners of America, Local 1325, on behalf of a unit of carpenters and apprentices employed by Plains Dresser Limited, Calgary, Alta., in the Northwest Territories (Investigating Officer: A. E. Koppel).

Transport Drivers, Warehousemen and Helpers Union, Local 106, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of maintenance department stockroom employees employed by Maislin Transport Limited, Ville La Salle, Que. (Investigating Officer: Miss M.-P. Bigras).

Teamsters, Chauffeurs, Warehousemen and Helpers Local 141, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of McFalls Cartage Limited, London, Ont. (Investigating Officer: K. Hulse).

Canadian Brotherhood of Railway, Transport and General Workers on behalf of a unit of drivers employed by P. Dickson Trucking Limited, West Vancouver, B.C. (Investigating officer: A. A. Franklin).

Cartage and Miscellaneous Employees' Union, Local 931, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of drivers and helpers employed by Western Crating & Moving Limited, Montreal, Que. (Investigating Officer: M. Archambault).

Cartage and Miscellaneous Employees' Union, Local 931, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of operating and maintenance employees employed by A. & F. Baillargeon Express Inc., Montreal, Que. (Investigating Officer: M. Archambault).

Cartage and Miscellaneous Employees' Union, Local 931, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of drivers employed by Murphy Oil Quebec Limited, Montreal, Que. (Investigating Officer: M. Archambault).

International Longshoremen's Association, Local 1932, on behalf of a unit of dockworkers employed at the Port of Montreal, Que., by Terminus Maritime Inc. (Investigating Officer: S. T. Payne).

General Truck Drivers' Union, Local 938, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of Roberval Express Ltd., Chambord, Que., employed in its Metropolitan Toronto operations (Investigating Officer: H. A. Fisher).

J. Kearns Transport Ltd. Drivers Association on behalf of a unit of truck drivers employed by Maccam Transport Ltd., Moose Jaw, Sask. (Investigating Officer: A. E. Koppel).

Applications for certification withdrawn

Teamsters, Chauffeurs, Warehousemen and Helpers Local 880, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America applicant, and Merchants' Speedy Delivery Ltd., Windsor, Ont., respondent (see also Applications for Certification Received, above).

Canadian Brotherhood of Railway, Transport and General Workers, applicant, and Voyageur (1969) Inc., Montreal, Que., respondent (cashiers and ticket sellers or agents—Abitibi Division) (LG, Dec., p. 801).

Conciliation

During October the Minister of Labour appointed conciliation officers to deal with the following disputes:

La Compagnie de Radiodiffusion de Matane Ltée, Matane (Québec) and the National Association of Broadcast Employees and Technicians (Conciliation Officer: M. Archambault).

The Essex Terminal Railway Company, Windsor, Ont., and The General Committee for Canada of the Brotherhood of Maintenance of Way Employees (Conciliation Officer: A. R. Gibbons).

The British Yukon Railway Company, Vancouver, B.C., and Building Material, Construction and Fuel Truck Drivers union, local 213 (Conciliation Officer: D. H. Cameron).

Air Canada, Montreal, Qué., and Canadian Air Line Employees' Association (Conciliation Officer: G. F. Doucet).

Radio Drummond Ltée, Drummondville, Qué., and the Syndicat général des communications (Section CHRD) (Conciliation Officer: M. Archambault).

St. Lawrence Stevedoring Company Limited, Montréal, Qué., Montréal Stevedoring Corporation, Montréal, Qué., and the Oil, Chemical and Atomic Workers International Union, Local 9-102 (Conciliation Officer: M. Archambault).

Canadian Transit Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 419 (Conciliation Officer: K. Hulse).

Motor Transport Co. Ltd., Richmond Hill, Ont., and Warehousemen and Miscellaneous Drivers, Local 419 (Conciliation Officer: H. A. Fisher).

Agreements by conciliation officers

Essex Terminal Railway Company, Windsor, Ont., The Central Committee for Canada of the Brotherhood of Maintenance of Way Employees (Conciliation Officer: A. R. Gibbons) (see above).

Radio-Etchemin Inc. (CFLS), Lévis, Qué., and le Syndicat des employés de Radio-Étchemin (CFLS) CSN (Conciliation Officer: S. T. Payne) (LG, Dec., p. 802).

St. Lawrence Seaway Authority (Engineering Branch) and Public Service Alliance of Canada (Conciliation Officer: H. A. Fisher) (LG, Nov., p. 749).

Guillemette Inc., St-Grégoire, Cte Nicolet, and Local 298, Canadian Brotherhood of Railway Transport and General Workers (Conciliation Officer: M. Archambault) (LG, Nov., p. 749).

Trimble & Sons Ltd., Calgary, Alta., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: D. H. Cameron) (LG, Nov., p. 749).

Provost Cartage Inc., Ville D'Anjou, Qué., and Association of Employees of Provost Cartage Inc. (Conciliation Officer: M. Archambault) (LG, Oct., p. 692).

Builders' Exchange and Contractors' Association (representing General Enterprises Ltd.; G. W. Leham (Yukon) Ltd.; Humphrey Construction Ltd.; Tyson Construction Ltd.; 918 Construction Ltd., and Construction Ltd.), Whitehorse, Y.T., and Teamsters Union, Local 213 (Conciliation Officer: G. W. Rogers) (LG, Aug., p. 546).

Yukon Construction Company Ltd., Whitehorse, Y.T., and United Brotherhood of Carpenters and Joiners of America, Local 2499 (Conciliation Officer: G. W. Rogers) (LG, July, p. 478).

Conciliation board appointed

Atomic Energy of Canada Limited, Chalk River, Ont., and Local 404, Office and Professional Employees International Union (LG, Oct., p. 692).

Conciliation boards fully constituted

The Board of Conciliation and Investigation established to deal with a dispute between Consolidated Aviation Fueling of Toronto Ltd., Toronto International Airport, and District Lodge 717, International Association of Machinists and Aerospace Workers (LG, Dec., p. 803) was fully constituted with the appointment of Cleve Kidd of Toronto as chairman. Mr. Kidd was appointed by the Minister on the joint recommendation of the other two members of the Board, company nominee Warren K. Winkler, Toronto, and union nominee W. Carson, Dundas, Ont.

The Board of Conciliation and Investigation established to deal with a dispute between Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (LG, Dec., p. 803) was fully constituted with the appointment of Judge James L. Lunney of North Bay. Judge Lunney was appointed by the Minister on the joint recommendation of the other two members of the Board, company nominee Guy Coderre and union nominee Arthur Kubé, both of Ottawa.

The Board of Conciliation and Investigation established to deal with a dispute between Alaska Trainship Corporation and Seafarers' International Union of Canada (LG, Nov., p. 749) was fully constituted with the appointment of B. W. Dysart of Victoria. Mr. Dysart was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee R. A. Mahoney, and union nominee John Brown, both of Vancouver.

The Board of Conciliation and Investigation established to deal with a dispute between Nordair Limited, Montréal International Airport, and Canadian Air Line Pilots Association (LG, Nov., p. 749) was fully constituted with the appointment of Professor Perry Meyer of Montréal. Professor Meyer was appointed by the Minister on the joint recommendation of the other two members of the Board, company nominee Brian Mulroney, and union nominee Stanley H. Hartt, both of Montréal.

The Board of Conciliation and Investigation established to deal with a dispute between Canadian Lake Carriers Association (representing certain member companies) and Canadian Marine Officers Union (LG, Nov., p. 750) was fully constituted with the appointment of Stanley H. Hartt of Montréal as chairman. Mr. Hartt was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee D. J. MacSween, and union nominee Bernard Boulanger, both of Montréal.

The Board of Conciliation and Investigation established to deal with a dispute between Canadian Broadcasting Corporation and National Association of Broadcast Employees and Technicians (LG, Oct., p. 692) was fully constituted with the appointment of Roland Tremblay of St-Jean, Québec. Mr. Tremblay was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee Raymond Caron, Montréal, and union nominee W. Frank Chafe, of Ottawa.

Conciliation board reports received

Northern Industrial Carriers Limited, Edmonton, Alta., and General Teamsters, Local 362, and General Truck Drivers and Helpers, Local 31 (LG, Nov., p. 750). (Full text appears in Supplement No. 7, 1971).

Canadian Pacific Railway Company (British Columbia Lake & River Service) and Canadian Brotherhood of Railway, Transport and General Workers (LG, Nov., p. 750). (Full text appears in Supplement No. 7, 1971).

Canadian Pacific Railway Company (British Columbia Lake & River Service) and Canadian Merchant Service Guild (LG, Nov., p. 750). (Full text appears in Supplement No. 7, 1971).

Settlements reached at CB stage

La Compagnie de Radiodiffusion CKCH de Hull Limitée, Hull, Qué., and National Association of Broadcast Employees and Technicians (LG, Dec., p. 803).

Charterways Co. Limited, Windsor, Ont., (formerly known as Skinner School Bus Lines (St. Thomas) Limited) and Amalgamated Transit Union, Division 14 (LG, Oct., p. 693).

Pacific Western Airlines Limited, Vancouver International Airport and Canadian Air Line Pilots Association (settlement reached with the mediation assistance of D. H. Cameron) (LG, Oct., p. 693).

Settlement after board procedure

The Canada Coach Lines Limited, Hamilton, Ont., and Amalgamated Transit Union, Division 107 (LG, Nov. p. 750).

Settlement before board fully constituted

National Harbours Board, Port of Vancouver, and Vancouver Harbour Employees' Association, Local 517 I.L.W.U. (settlement reached with mediation assistance of D. S. Tysoe) (LG, Nov., p. 749).

Settlement reached by mediation

Motor Transport Industrial Relations Bureau of Ontario (Inc), Rexdale, Ont. (representing various trucking companies) and Teamster Locals 91, 141, 879, 880 and 938 (representing drivers and maintenance employees) (settlement reached with joint mediation assistance of W. P. Kelly and W. H. Dickie) (LG, Dec. p. 803).

Strike terminated

Channel Seven Television limited (CJAY-TV) Winnipeg, Man., and National Association of Broadcast Employees and Technicians (Strike terminated October 22 after mediation assistance had been provided by J. S. Gunn) (LG, Sept., p. 629).



railway arbitration

elve cases were heard by the Canadian Railway Office of Arbitration in Montreal on September 14 and 15, 1971. Grievances were dismissed in 11 cases and one grievance was allowed.

Case No. 296. Dispute between the Pacific Great Eastern Railway Company and the Brotherhood of Locomotive Engineers over demerit marks assessed to an engine-

The engineman, assigned to the spare board, was called for relief duty on a work train located at the "end of the line" on a construction project. He booked off as unfit for duty and was assessed 35 demerit points for doing so when he was clearly fit for duty. What he did, in effect, was refuse to perform an assignment that it was his turn to accept. The arbitrator said that it was "quite improper for him to seek simply to opt out of work which he found less desirable, and to leave it to the next man on the list." The arbitrator said that the engineman was entitled to refuse the assignment and he dismissed the grievance.

Case No. 297. Dispute between the Pacific Great Eastern Railway Company and the Brotherhood of Locomotive Engineers over demerit marks assessed to an engine-

The engineman was instructed by the foreman in charge of the yard crew to place piggyback trailer cars in a place where they could be unloaded. He refused to do so claiming that, because there was a caboose coupled to the trailer cars, he was prohibited by company regulations from performing "unnecessary switching" with a caboose. As a result, the placing of the trailers were delayed and the engineman was given 15 demerit marks.

The arbitrator said that even though the order might have been a questionable one, it was not "so clearly wrong that the grievor was justified in refusing it." It was up to the yard foreman in this case to decide on the appropriateness or efficacy of switching moves. Although he sympathized with the actions of the engineman, the arbitrator said that he was not justified in refusing the yard foreman's instruction. The grievance was dismissed.

Case No. 298. Dispute between the Pacific Great Eastern Railway Company and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over demerit marks assessed for "conduct unbecoming a company employee."

The driver-warehouseman called the railway office from the premises of a customer and was given some instructions about other work that he was to do. The driver objected and may have used obscene language in doing so. He returned to the railway office where there was an exchange of words between himself and the station agent. The grievor did use obscene terms and questioned the agent's ability to carry out his work. The arbitrator said that the driver's behavior was clearly subject to the discipline of 15 demerit marks. He dismissed the grievance.

Case No. 299. Dispute between CP Transport and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over preparatory duties of truck drivers.

The union contended that the fueling and oiling of trucks are not normal preparatory duties to be performed by mileage-rated drivers and that the drivers should be paid for 15 minutes at the work-time rate for each day that they have to add fuel or oil to their vehicles. The arbitrator agreed with the company saying that "filling up the tank of one's own vehicle, and adding oil where necessary, are obviously preparatory duties to the regular operation of the vehicle and must, in the regular course of work, be regarded as normal." In any case, these duties are paid for at the mileage rate of pay. He dismissed the grievance.

Case No. 300. Dispute between CP Transport and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over the rate of pay for extra unassigned work.

Three mileage-rated employees accepted work at a terminal on their assigned rest day. The union contended that they should have been paid at the rate of time and a half. By working on their rest day, the men worked more than 40 hours or five days in the workweek. This situation, the agreement says, qualifies the men for overtime rates. The work was not mileage-rated work so the men were paid at the warehouseman-driver's straight-time rate. The arbitrator said that where hourly rates apply, hourly conditions apply and since the men were working on a sixth day of a workweek, they "were entitled to payment at penalty rates." He allowed the grievance.

Case No. 301. Dispute between CP Rail and the Brotherhood of Maintenance of Way Employees over remuneration to a machine operator who was called back from layoff and later laid off again.

A machine operator was recalled to work from layoff and was again laid off after 16 days of work. The union contended that he should have been paid for another 16 days to make up a full 30 days of employment. The company said that the collective agreement does not guarantee employment for any specified period of time.

When he was called in, the machine operator was told that the work available was expected to last for one to two months. It did not and the arbitrator found that the agreement does not require the company to guarantee 30 days of work. He said that guaranteed employment is the sort of matter that should be expressly stated in the agreement but he could not find such a statement. He therefore dismissed the grievance.

Case No. 302. Dispute between CN and the Canadian Brotherhood of Railway, Transport and General Workers over the firing of a steward-waiter.

On a day when the steward-waiter was on duty in a Café Bar Car, a passenger reported that he lost four rail tickets in that car. Three days later, the tickets were presented for refund at a ticket office. Two members of the sales staff identified the steward-waiter as the person who turned in the tickets for refund. After a hearing, the grievor was discharged. The union asked for his reinstatement. The two members of the sales staff said that the grievor presented the tickets and gave a false name and address. The name did not appear in the city directory and the address did not exist. The arbitrator said that looking at the evidence, the steward-waiter was guilty of fraudulently returning the four tickets. He agreed with the company's action and dismissed the grievance.

Case No. 303. Dispute between the Québec North Shore Labrador Railway and the Brotherhood of Locomotive Engineers over the suspension of an engineer.

An engineer was suspended for six months for passing a stop signal when he was in charge of an ore train. It was argued that he did pass the stop signal is not denied but the union appealed the suspension. The engineer was told that the train was hard to brake and that the speedometer was not accurate. But the fact remains that the engineer did pass a stop signal and the arbitrator said "it seems clear that this was by reason of an error in judgment on his (the engineer's) part." An inspection report showed that one of 105 cars had faulty brakes but this should not have caused great difficulty in stopping the train. The violation was not caused by faulty equipment, the arbitrator concluded. It was the grievor's fault and therefore he was subject to discipline. The arbitrator dismissed the grievance.

Case No. 304. Dispute between CP Rail and the United Transportation Union over payment to a crew for switching service.

A conductor and crew were in straightaway service but were required to switch a diesel engine before leaving their assignment. But because their own engine broke down before their train was to leave, the assignment was cancelled 2 and 3/4 hours after it began. The union submitted a claim for eight hours at yard rates. The company paid 100 miles at through freight rates. The arbitrator said that the class of service for which the crew were called was the class of service to which through freight rates would apply. Thus, the conductor and crew "were entitled to be paid not less than 100 miles at through freight rates for the day in question." He said that the switching that the crew was required to do was a proper part of their work and that the class of service for which employees are called, even though they do not perform it, determines the rate of their minimum payment. The guarantee applicable here, he said, was one of a minimum of 100 miles at through freight rates. He dismissed the grievance.

Case No. 305. Dispute between CP Rail and the United Transportation Union over doubling a train.

On various trips on a line, trains stalled at a certain point and the crews doubled their train beyond that point to another station. The crews claimed the actual miles run between the two points and time at the two points (as turn-around points). The company allowed

the actual mileage run but declined the other claims, contending that doubling had been performed between the two points and that payment was consistent with a provision in the agreement. The union contended that the situation was covered by another clause in the agreement.

The train had stalled and, in order to proceed with the power available, it was necessary to move it forward in more than one part. Because of the size of the train, it was impractical to leave the first half at the first station while the second half was brought up. The double in question, said the arbitrator, may have been in some degree abnormal in that the train was taken, in parts, beyond the first available siding. But the double "comes plainly" under the article upon which the company based its payment. He therefore dismissed the grievance.

Case No. 306. An ex parte dispute between CP Rail and the United Transportation Union over the picking up of equipment by a work train.

Work train crews were required each day, en route to their first working point, to stop and pick up a spreader and certain employees. And each night, they stopped to drop off the spreader and the employees. The crews claimed that this stop was the first point of work and last point of work each day. The arbitrator said that the agreement considers that the working point is where work actually begins. Picking up equipment or crews to perform work "is not the same thing as the performance of work itself." He dismissed the grievance.

Case No. 307. Dispute between CN and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over the requirement for typists to take further training.

The company required that transcription typists take training to operate a switchboard. The union protested, asking that the employees not be required to take the training. The arbitrator said that "it is obviously to the advantage both of employees and of the company that employees develop the skills necessary for other jobs, whether higher-paying or not." The agreement, he said, "quite plainly contemplates that the company may require an employee to take training, and in such a case, as in the circumstances of this case, he must be paid for doing so." He found no violation of the agreement and dismissed the grievance.

Decisions of the umpire

CUB 3002: The claimant submitted a claim for benefit stating that his last job had been as a floor manager with a private club. It ended for the following reason: **"I was fired because I was involved in trying to introduce a union into the club."** The employer notified the area office of the Commission that the claimant was no longer employed in their service because of his unlawful union activities.

The claimant advised the office that during and after his working hours, as well as during his breaks, he had questioned employees of the Club as to whether they favoured the establishment of a union on the premises and had had those who were interested sign a membership form. The claimant added that no one had spoken to him about these union activities.

The employer later told the area office that the claimant wanted to unionize the club and for this purpose he spoke "for hours during working hours" with the employees. Consequently, the claimant did not complete his work and prevented his companions from doing theirs. According to the employer, this situation had been going on for two weeks when the claimant was fired.

The insurance officer advised the claimant that he had been disqualified from receiving benefit for five weeks because he had lost his job "with cause," because of his own misconduct.

In his appeal to the Board of Referees, the claimant stated among other things that he found it unfair that the employer should dismiss him and report him to the area office for misconduct, "especially without notifying

him in advance." The claimant added that he had been working at the club for nearly three years; that he was not aware that "discussing (the union) during working hours with other employees was a crime..." and that the employees of eight other clubs in the chain were unionized. The claimant concluded his remarks by saying that, in addition to having lost his job, he "did not understand" why he was being "punished" by the Commission.

The claimant admitted to the Board of Referees that he had discussed the union with his co-workers during working hours. He denied the employer's statements to the effect that he did this for hours at a time, that he did not do his work and that he prevented the others from doing theirs during the two weeks which preceded his dismissal. The claimant maintained that he had begun discussing the subject of the union about one week before his dismissal. He admitted also that he had distributed membership forms to those who were interested in joining.

In view of the documents on file, the verbal statements of the claimant and section 5, Chapter II of the provincial Labour Code, **the Board of Referees decided by a majority vote to dismiss the appeal.** The section in question reads as follows: "No person, in the name or on behalf of an association of employees, shall, during working hours, solicit an employee to join an association."

The claimant appealed to the Umpire. He then said that when he had begun discussing the union, "the employees had already been talking about it for several months." The claimant stated also that the club manager was refusing to give him good references and that to date he had been unable to find another job.

The umpire said that, although the claimant was guilty of misconduct within the meaning of the Labour Code, "I must take into consideration certain factors such as his dismissal without being given prior notice to cease all solicitation during work and the fact that, as a consequence, he has already been punished severely enough. Thus, **while upholding the decision of the Board of Referees, which quite rightly confirmed his disqualification from receiving benefit, I am reducing the period of disqualification to two weeks.**"

Publications the library

No. 274

Publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no library. Please indicate the publication numeral and month listed, when requesting loans.

Business

No. 1—Conference Board. Canadian Office. Relocation expenses in Canada, by William H. Terry. Montreal, 1970. 32p.

No. 2—Conference Board. Tax-exempt business enterprise—its extent and impact on tax revenues, by Bernard A. Gelb. New York, 1971. vi, 89p.

No. 3—Conference Board. Canadian Office. Company contributions in Canada, 1969, by Richard A. Wilkinson. Montreal, 1971. 13p.

No. 4—Greene, Mark Richard. Insurance and risk management for small business. 2d ed. Washington, D.C., 1970] 72p.

Collective bargaining

No. 5—Conference on Collective Bargaining and Settlement Procedures in the Public and Private Sectors; a Review and Evaluation, University of Hawaii. Proceedings of conference, July 31, 1969, Honolulu, Hawaii. Edited by Harold S. Roberts and John B. Carson. Honolulu, Labor-Management Education Program, University of Hawaii, 1970. xi, 79p.

No. 6—Panton, Keith St. Elmo. The development and impact of collective bargaining in the bauxite and

alumina industry in Jamaica, 1952-1968. [Ann Arbor, Mich., University Microfilms, 1971] xii, 308p. Thesis (Ph.D.)—Washington State University, 1970.

■ **No. 7—U.S. Bureau of Labor Statistics.** Characteristics of agreements covering 5,000 workers or more. Washington [G.P.O., 1971] 81p.

Corporations

■ **No. 8—The International corporation; a symposium,** edited by Charles P. Kindleberger. Cambridge, Mass., M.I.T. Press [1970] vii, 415p. Papers given at a symposium in the M.I.T. Sloan School of Management.

■ **No. 9—The multinational corporation in the world economy; direct investment in perspective.** Edited by Sidney E. Rolfe [and] Walter Damm. Foreword by David M. Kennedy. Introd. by C. Douglas Dillon [and] Neil H. McElroy. New York, Praeger [1970] xxix, 169p. Published for the Atlantic Institute, The Committee for Atlantic Economic Co-operation, and The Atlantic Council of the United States.

Economic conditions

■ **No. 10—Organization for Economic Co-operation and Development. Working Party on Policies for Regional Development.** The regional factor in economic development: policies in fifteen industrialized OECD countries. [Paris, 1970] 125p.

■ **No. 11—Pal, Izzud Din., ed.** Canadian economic issues: introductory readings. [Toronto] Macmillan of Canada, 1971. 630p.

■ **No. 12—U.S. Federal Trade Commission. Bureau of Economics.** Economic papers, 1966-69. [Washington, G.P.O., 1970] v, 313p.

Education

■ **No. 13—Organization for Economic Co-operation and Development. Directorate for Scientific Affairs.** Occupational and educational structures of the labour force and levels of economic development. [Paris, 1970] 321p.

■ **No. 14—Committee for Economic Development.** A statement on national policy by the Research and Policy Committee. [New York] 1971. 86p.

Industrial relations

■ **No. 15—Research Conference on Labor Relations, University of California, Los Angeles.** 13th, 1970. The generation gap implications for labor-management relations; proceedings . . . presented by the Institute of Industrial Relations in cooperation with University Extension, University of California, Los Angeles. Los Angeles, Institute of Industrial Relations, University of California [1971] 32p.

■ **No. 16—Ross, Norman S.** Constructive conflict: an essay on employer-employee relations in contemporary Britain. Edinburgh, Oliver & Boyd [1969] vii, 98p.

■ **No. 17—U.S. Advisory Commission on Intergovernmental Relations.** Labor-management policies for State and local government; a Commission report. Washington [G.P.O.] 1969 [i.e. 1970] x, 263p.

■ **No. 18—U.S. Bureau of Labor Statistics.** Airline experience under the Railway labor act. Washington [G.P.O., 1971] [48]p.

International labour organization

■ **No. 19—Jenks, Clarence Wilfred.** Social justice in the law of nations: the ILO impact after fifty years. London, New York, Oxford U.P., 1970. ix, 94p. Issued under the auspices of the Royal Institute of International Affairs.

■ **No. 20—Johnston, George Alexander.** The International Labour Organization: its work for social and economic progress. London, Europa [1970] xii, 363p.

Labour economics

■ **21—Fisher, Malcolm Robertson.** The economic analysis of labour. London, Weidenfeld and Nicolson [1971] 303 p.

■ **No. 22—Hameed, Syed Mohammad Abdul, comp.** Labour in development: the Canadian setting (selected readings), edited by S. M. A. Hameed, J. D. Muir [and] C. B. Williams. Edmonton, Faculty of Business Administration and Commerce, University of Alberta, 1970. 312p.

■ **No. 23—Mitchell, Daniel Jesse Brody.** Essays on labor and international trade. Los Angeles, Institute of Industrial Relations, University of California [1971] 109p.

Labour laws and legislation

■ **No. 24—Carrington, James H. H.** A critical analysis of the concept of representation under the National Labor Relations Act, as amended. [Ann Arbor, Michigan, University Microfilms, 1971] 255p. Thesis (Ph.D.)—American University, 1970.

■ **No. 25—Oberer, Walter E.** The Taylor Act amendments of 1969: a primer for school personnel (and others interested in collective negotiations) by Walter Oberer, Kurt L. Hanslowe [and] Robert E. Doherty. Ithaca, New York, New York State School of Industrial and Labor Relations, Cornell University, 1970. iv, 52p.

■ **No. 26—U.S. National Mediation Board.** Administration of the Railway Labor Act by the National Mediation Board, 1934-1970. [Washington, G.P.O., 1970] 203p.

■ **No. 27—Wykstra, Ronald A.** Labor law and public policy [by] Ronald A. Wykstra [and] Eleanor V. Stevens. New York, Odyssey Press [1970] x, 451p.

Labour organization

■ **No. 28—Graham, Harry Edward.** The paper rebellion; development and upheaval in pulp and paper unionism. Iowa City, University of Iowa Press [1970] xv, 170p.

■ **No. 29—Hoffa, James Riddle.** The trials of Jim Hoffa; an autobiography as told to Donald I. Roge. Chicago, Henry Regnery Co. [c1970] 308p.

■ **No. 30—Lee, Joseph Shing.** An economic theory of union growth. [Ann Arbor, Mich., University Microfilms, 1970] viii, 201p. Thesis (Ph.D.)—University of Massachusetts, 1970.

■ **No. 31—Rawson, Donald William.** A handbook of Australian trade unions and employees' associations [by] D. W. Rawson and Suzanne Wrightson. Canberra, Australian National University, Research School of Social Sciences, Dept. of Political Science, 1970. iv, 114p.

No. 32—Segal, Martin. The rise of the United Association: national unionism in the pipe trades, 1884-1924. Cambridge, Wertheim Committee, Harvard University, 1970. xii, 244p.

No. 33—U.S. Civil Service Commission. Office of Labor-Management Relations. Union recognition in the Federal Government; statistical report and listings by agency of formal and exclusive recognitions and agreements under Executive Order 10988 as of November 1969. [Washington, G.P.O., 1970] 410p.

Manpower policy

No. 34—Bartholomew, David J., ed. Aspects of manpower planning; a volume of papers published for the Manpower Society and edited by D. J. Bartholomew and B. R. Morris. New York, American Elsevier Pub. Co., 1971. x, 130p.

No. 35—Organization for Economic Co-operation and Development. Manpower policy in Luxembourg. Paris, 1970] 149p.

No. 36—Stanback, Thomas Melville. The metropolitan economy; the process of employment expansion, by Thomas M. Stanback, Jr. and Richard V. Wright. Foreword by Eli Ginzberg. New York, Columbia University Press, 1970. xxi, 279p.

Marxism

No. 37—Banks, Joseph Ambrose. Marxist sociology of action; a sociological critique of the Marxist approach to industrial relations. London, Faber and Faber, 1970] 324p.

No. 38—McLellan, David Stanley. Marx before Marxism. [1st U.S. ed.] New York, Harper & Row, 1970] viii, 233p.

Professions

No. 39—Cadres, qui êtes-vous? [Par] Michel Gabrylak [et al.] Paris, R. Laffont [1968] 253p.

No. 40—Layard, P. Richard G. Qualified manpower and economic performance; an inter-plant study in the electrical engineering industry [by] P. R. G. Layard and others. Reporting a project directed by Michael Hall and assisted by E. Atkins [and others. London] Allen Lane the Penguin Press [1971] x, 267p.

No. 41—Radom, Matthew. The social scientist in American industry; self-perception of role, motivation, and career. New Brunswick, N.J., Rutgers University Press [1970] xi, 210p.

No. 42—Torpey, William George. Optimum utilization of scientific and engineering manpower. [Alexandria, Va., Printed by Whittet & Shepperson] 1970. 324p.

No. 43—U.S. Bureau of Labor Statistics. Federal spending and scientist and engineer employment; a study in measurement. Washington [G.P.O., 1970] 46p.

No. 44—U.S. National Science Foundation. Office of Economic and Manpower Studies. Graduate student support and manpower resources in graduate science education, Fall 1969: an analysis of student enrolments, sources of student support, faculty, and post-doctorals in doctorate departments. [Washington, G.P.O., 1971] 84p.

Miscellaneous

No. 45—Conference Board. The challenge of consumerism; a symposium. New York, 1971. iv, 90p.

No. 46—Dunn, Robert Martin. Canada's experience with fixed and flexible exchange rates in a North American capital market. [Washington] Canadian-American Committee [1971] xiii, 78p.

No. 47—Enthoven, Alain C. How much is enough? Shaping the defense program, 1961-1969 [by] Alain C. Enthoven and K. Wayne Smith. New York, Harper & Row [1971] 364p.

No. 48—Government enterprises; a comparative study. Edited by W. Friedmann and J. F. Garner. London, Stevens & Sons, 1970. xii, 351p. "Based on the work of a colloquium which was held at the University of Cambridge in September 1968 and organised by the United Kingdom National Committee of Comparative Law, with the assistance of the British Institute of International and Comparative Law".

No. 49—Harbison, Frederick Harris. Quantitative analysis of modernization and development, by Frederick H. Harbison, Joan Maruhnic [and] Jane R. Resnick. Princeton, Industrial Relations Section, Princeton University, 1970. viii, 97, iv, 224p.

Labour Statistics

Principal Items	Date	Amount	Percentage Change	
			From	Previous Month
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended September 18, 1971.....		8,622	- 3.9	+
Employed.....	September	8,188	- 3.9	+
Agriculture.....	September	564	- 9.3	+
Non-agriculture.....	September	7,623	- 3.4	+
Paid workers.....	September	7,107	- 3.8	+
At work 35 hours or more.....	September	6,587	+ 4.0	+
At work less than 35 hours.....	September	1,240	+14.8	+
Employed but not at work.....	September	360	-67.5	+
Unemployed.....	September	434	- 4.6	+
Atlantic.....	September	44	- 6.4	+2
Québec.....	September	161	- 3.0	+
Ontario.....	September	132	- 5.7	+1
Prairie.....	September	47	- 7.8	+
British Columbia.....	September	50	- 2.0	-1
Without work and seeking work.....	September	420	- 3.9	+10
On temporary layoff up to 30 days.....	September	14	-22.2	-1
INDUSTRIAL EMPLOYMENT (1961 = 100)†				
Manufacturing employment (1961 = 100)†.....	July	130.0	- 0.5	+
	July	120.0	- 3.1	+
IMMIGRATION				
Destined to the labour force.....	1st 6 mths. 1971	591.77	—	-10
	1st 6 mths. 1971	319.17	—	+10
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	August	116	+ 7.4	+
No. of workers involved.....	August	28,932	-27.8	-5
Duration in man days.....	August	399,870	+11.1	-3
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	July	138.82	+ 0.8	+
Average hourly earnings (mfg.)†.....	July	326	- 0.9	+
Average weekly hours paid†.....	July	39.4	- 1.3	+
Consumer price index (1961 = 100).....	September	134.7	- 0.2	+
Index numbers of weekly wages in 1961 dollars (1961 = 100)†.....	July	127.8	- 3.7	+
Total labour income (millions of dollars)†.....	June	4,378.5	+ 1.9	+
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	September	179.7	+ 0.3	+
Manufacturing.....	September	175.1	+ 0.2	+
Durables.....	September	198.0	- 0.2	+
Non-durables.....	September	157.1	+ 0.7	+
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	September	18,321	+ 3.8	+2
Completions.....	September	16,279	+18.0	+2
Under construction.....	September	141,841	+ 1.1	+40

* Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

† Advance data.

‡ Preliminary.

** Centres of 10,000 population or more.

Canada Department of Labour Publications

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. 1970. Cat. No. L2-29/1970.

Economics and Research Branch

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (English or French). Price \$1.25, Cat. No. L2-10/1970.

Industrial and Geographic Distribution of Union Membership in Canada, 1970. (English or French). Price 15 cents, Cat. No. L31-770.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related charts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 15 cents, Cat. No. L2-1/1969.

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